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ABSTRACT

The purpose of this paper was to identify and analyze educational issues of agencies and institutions of higher education that are under the jurisdiction of the secretary of education of Virginia. Additional purposes were to enable the governor and the secretary of education to focus attention on significant educational issues, to initiate state educational policy, to provide central direction in formulation of the state's educational budgets, to exercise appropriate educational policy management, to improve allocation of resources to education, to provide periodic review of existing educational programs, and to resolve significant educational issues. Some 323 issues were reviewed and 67 significant issues screened for further definition by agencies. The results included the following: (1) one significant issue was analyzed, (2) a loan authority was established to provide financial aid to students, (3) Virginia's two schools for the deaf and blind were merged, (4) a forms management program was implemented to reduce paper work, (5) a revised state plan was developed to identify and diagnose children who were handicapped, (6) capital outlay needs were identified and some were resolved through a bond referendum, and (7) an increase was made in education appropriations. The paper includes an extensive appendix of material used. (Author/LD)

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# IDENTIFICATION, ANALYSIS, AND RESOLUTION OF SIGNIFICANT EDUCATIONAL ISSUES FOR THE EXECUTIVE BRANCH OF GOVERNMENT

By James E. Price

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Two-Year Individual Practicum
Henrico Cluster (II)
Submitted: July 12, 1978

Chief Educational Planner
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# I. INTRODUCTION

This practicum covers twenty-one months of work. It provides for systematically addressing issues of policy as part of the budget process and contains a review of interim reports which were submitted to the Governor and General Assembly by the Commission of State Governmental Management. Further, it delineates how significant educational issues are identified, analyzed, and resolved by the Office of the Secretary of Education. Moreover, the practicum includes such participants as the Governor, the Secretary of Education, the Secretary of Administration and Finance, educational agencies and institutions, and the Department of Planning and Budget.

Highlights of this practicum include the identification of eighteen significant educational issues out of 323 for analyses; the analysis of the 70/30 State Plan that relates to fixed-ratio funding for senior institutions of higher education; the establishment of the Virginia Education Loan Authority to increase financial aid to students; the merger of the boards of visitors of the two schools for the deaf and the blind; the implementation of a forms management program to reduce paper work in educational agencies and institutions of higher education; and the development of a revised state plan for the identification and diagnosis of children who are handicapped.

In the appendices are an array of memoranda, letters, bills, products, newspaper clippings, formats, and other material to support the various phases of this practicum.

The practicum concludes with a statement on the resolution of capital outlay issues, a summation of the various efforts performed in the practicum, and a statement on the amount of funds added to the 1978-80 biennium budget as a result of issues in this practicum.

## II. HISTORICAL OVERVIEW

As Virginia state government has responded to public demands in this century for additional services, it has established many new programs and raised the level of state expenditures from approximately $25 million annually in 1927 to the present annual figure of $4.5 billion. In the process, there has been a tendency to establish a new and separate division , board, commission, or agency to deal with every new program. Periodically, the Commonwealth has reacted to that tendency by attempting to reorganize the structure of state government and reducing the number of agencies, as illustrated by the figures below:[1]

| YEAR | NUMBER OF AGENCIES |
|---|---|
| 1903 | 48 |
| 1910 | 62 |

---

[1] Virginia, Senate, Second Interim Report of the Commission on State Governmental Management: Recommendations on the Roles of the Secretaries, Senate Document 39, Virginia General Assembly, June 1974, p. 3.

| YEAR | NUMBER OF AGENCIES |
|---|---|
| 1923 | 90 |
| 1927 (reorganization) | 12 |
| 1947 | 70 |
| 1948 (recommended reorganization) | 17 |
| 1973 | 100+ |

In 1973 Virginia state government was fragmented and complex to the extent that it was difficult to fix responsibility and accountability. To remedy this situation, state government had to devise ways to provide "leaders" who could be held immediately responsible for the action and policy of the government; i.e., on the legislative and executive side.

On March 20, 1973, the General Assembly of Virginia approved the creation of a Commission on State Governmental Management by amending and reenacting Sections 3 and 4 of Chapter 432 of the Acts of the Assembly. The very creation of the Commission reflects an attitude that state government is not adequately responding to the needs of Virginians. The legislation establishing the Commission declares "that the improvement of the services of state agencies and the need to make such services effective and efficient--is a matter of grave concern to all people in Virginia."

Sections 3 and 4 of Chapter 432 of the Acts of the Assembly were amended and reenacted as follows:

Section 3. The Commission may meet and organize as soon as a majority of the members have been appointed and may transact any and all business which may come before it. The Commission shall make an initial report of its findings and recommendations to the Governor and General Assembly not later than October 1, 1973, setting forth such proposals as it deems proper based upon its study and findings to that point. The Commission shall make a second interim report of its findings and recommendations to the Governor and General Assembly not later than October 1, 1974. Not later than October 1, 1975, the Commission shall submit its final report to the Governor and General Assembly and shall set forth its findings and recommendations together with such legislation as it deems appropriate. This date was extended by the General Assembly to October 1977.

Section 4. The Commission is created for the purpose and charged with the duty of bringing about greater efficiency in the state government by the reduction of the more than one hundred agencies to a reasonable and practicable number, the elimination of duplication and overlap, the establishment of clearer lines of authority, and undivided responsibility for particular functions of the state government; in the discharge of these duties the Commission shall make specific study and report upon the following:

(A.) The extent of the demands upon the Governor's time by the executive agencies and what techniques and devices including the

Secretaries of various functions, he had employed or might use to have such demands met at a lower level;

(B.) The extent to which the establishment of the positions of the secretaries has reduced demands upon the Governor, how this can be made more effective;

(C.) The extent to which functions and responsibilities are vested in the office of Lieutenant Governor in the several states;

(D.) The extent to which such functions and responsibilities should be vested in the Lieutenant Governor of the Commonwealth of Virginia;

(E.) The extent of the dual nature of the services performed by the Lieutenant Governor and what, if any, changes are required therein;

(E1.) The functions of the Attorney General and his relationship to the executive branch;

(E2.) The executive functions of the State Corporation Commission;

(F.) What further changes in the structure of the State government can be made that would lead to more effective management procedures consistent with a responsive and responsible state government, true of such instances as having more than ten agencies involved in narcotics control;

(G.) What steps other states have taken to bring about more efficient and more effective government and the success or lack of success which the successes can be adapted to Virginia and applied here; and

(H.) Such other matters in connection with the structure, scope and functions of the executive branch and officers thereof of the state government as appear appropriate in connection with the major features of this study.[2]

In the Commission's second interim report, which is more in keeping with this practicum, it is emphasized that if the governor is to be the chief executive in any real sense, he must have assistance in managing the affairs of the executive branch. As George Washington observed at the conclusion of the constitutional convention, "the impossibility that one man should be able to perform all the great business of the state I take to have been the reason for instituting the great departments, and appointing officers therein to assist the supreme magistrate in discharging the duties of his trust." It is essential that such executive assistance be afforded the Governor of Virginia.[3]

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[2] Virginia, Senate, First Interim Report of the Commission on State Governmental Management, Senate Document 17, Virginia General Assembly, January 1974, pp. 15-16.

In the context of existing laws, particularly those permitting the Governor to delegate powers and duties to the Secretaries, the Commission has sought to define the nature of the assistance which the Governor must have to carry out his constitutional responsibilities properly. The General Assembly, in the legislation creating the Commission, recognized that prior to 1972 and the creation of the Secretaries, there were too many agencies reporting to the Governor. As Washington saw, the Governor must be provided administrative officers to whom he can delegate supervisory responsibility to assist him in managing the government.[4]

If a chief executive must delegate authority out of practical necessity and yet delegate in a way that does not exceed his ability to supervise, he must take care to see that the allotment of powers and duties to his subordinate executives is along the most logical lines. A chief executive must identify the goals and objectives of his enterprise and divide the workload among his subordinates with those goals and objectives as his guide. The predominant view among political scientist and public administrators is that greater emphasis should be placed upon dividing the workload on the basis of its major purposes of government.[5]

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[3] Ibid., p. 6.

[4] Ibid.

In the executive order issued pursuant to the 1972 legislation, former Governor Holton delegated little management authority and responsibility to the Secretaries--an understandable situation in view of the novelty of the Secretarial concept in Virginia.

In far too many instances, the Secretaries have viewed themselves as a committee having collective responsibility. These officials should consider themselves a top management team, but not a committee or cabinet. More attention should be devoted by each Secretary to his own area of responsibility--resolving disputes, coordinating planning and operations, evaluating program performance, setting goals and policies, reviewing budgets, and identifying duplication and ineffectiveness with respect to the agencies assigned to him. Adequate communication among the Secretaries is possible without frequent meetings; moreover, many of the issues on the agenda of the meetings over the past were not of sufficient moment for such treatment or should have been the responsibility of an individual secretary and not all of them as a collective body.[6]

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[5] Ibid.

On May 22, 1974, Governor Godwin delegated specific substantial powers and duties to the Secretaries. In the case of the Secretary of Administration, such delegation will permit him to direct and control the central staff functions. The other Secretaries have been invested with the Governor's authority and responsibility in four principal respects: budget, management, policy and coordination.

## BUDGET

The various Secretaries will not exercise identical authority or have the same responsibilities in the budgetary process. The delegation of authority and responsibility is designed to suit the particular situation confronting each Secretary. The role the Governor assigns to the Secretary of Administration to oversee the preparation of the total budget and the subsequent execution of the appropriations act is different from the role assigned to any of the other Secretaries, who are concerned with the preparation of a comprehensive budget for their respective areas.

## MANAGEMENT

Except for the central staff agencies, the Governor's management function is essentially that of holding the head of each agency within the executive branch accountable for the agency's performance. The delegation of this authority and responsibility to hold agencies accountable for their performance, which delegation, of course, does not include appointment or removal power, is intended to provide the Governor with the means fo supervising the myriad agencies of state government which he cannot supervise alone.

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[6] Ibid., p. 7.

## POLICY

The policy role of the Governor is also extended by delegation to the Secretaries to allow each to concentrate on developing policy for his own major purpose area. This, in turn, will assist the Governor in his formulation of overall state policy. The authority and responsibility to develop policy for his respective area will enable each Secretary to articulate the common goals and objectives of the agencies assigned to him.

## COORDINATION

The fourth principal responsibility delegated to the Secretaries is that of coordination of the program and activities of the agencies assigned to them. The proper exercise of this responsibility will reduce or eliminate duplication of effort, program inconsistencies, and administrative bottlenecks. Unlike a staff function of coordination which suggests mere facilitation and exchange of information, the authority of the Secretaries is that of the Governor himself: in delegating his authority to coordiante, the Governor has given each Secretary the authority to resolve disputes between agencies assigned to him.[7]

The Commission emphasizes that the delegation of additional authority to the Secretaries so that they might become truly responsible for their respective major purpose areas is in no way intended to frustrate or limit the ability of any Governor to go directly to a specific problem and deal with the state official most immediately involved. That is the chief executive's perogative no matter how well integrated the agencies or what the formal structure of the executive branch might be. What is intended by the powere and duties recommended by the Commission is that a capable Secretary have sufficient authority to prevent problems from reaching the Governor in the first instance.[8]

The above background information gives the reader of this proposal information on the role of the Commission and how it had an effect on this practicum.

In the Third Interim Report, the Commission, through its findings, made recommendations related to the budgetary process. But before we look at the recommendations, let us look at what previously existed in Virginia.

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[7] Ibid., pp. 7-8.

[8] Ibid., p. 8

The executive budget is of fairly recent historical origin being largely a product of the twentieth century. During the nineteenth century and early into the twentieth century the federal government as well as state governments relied on legislative budgeting. The executive budget was instituted because of the failure of legislative budgeting.

The noted author and scholar in the field of public administration, Leonard D. White, described one situation in the several states before the introduction of executive budgeting as follows:

> . . . A typical state agency or institution prepared its own estimates, submitted them directly to the appropriations committee, ultimately received an independent appropriation, and spent its funds, without supervision other than that provided by the auditor.[9]

The establishment of the executive budget in Virginia was an outgrowth of the work of the Commission on Economy and Efficiency from 1916 to 1918. The General Assembly approved the Executive Budget Act of 1918 which made the Governor the chief budget officer of the state. While the Governor was to be assisted by a budget director, the Governor was to be ultimately responsible for the budget.[10]

The Governor should be expected to plan, direct, and control the activities of a state government within the policy confines establihsed by the General Assembly. The executive budget is the focal point for the Governor in carrying out his responsibilities and his capacity to govern, should not be weakened by encroachment on the executive budget process.[11]

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[9] Virginia, Senate, Third Interim Report of the Commission on State Governmental Management, Senate Document 40, Virginia General Assembly, December 1975, p. 2.

[10] Ibid.

To insure accountability to the people, responsibility for budget formulation and execution should reside in one individual--the Governor. No individual can pretend to represent the entire legislature. It is a collective body ideally suited to consider and approve broad policy, but completely unsuited to effectively coordinate the formulation or execution of a budget.

The Commission, based on its findings, made several recommendations, but the three which most relate to this practicum are:

1. There should be greater participation by secretaries and agency heads in the executive budget formulation process.
2. The budget should be formulated, presented, and appropriated on a programmatic basis. (The budget of Virginia has traditionally emphasized input factors (what is to be bought) rather than output (what services are to be produced) or program goals and objectives.) This emphasis has obscured from the General Assembly

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[11] Ibid.

and the citizens of Virginia the critical questions that should be considered in the budget process.

3. Policy issue papers should be required in the budget process of the executive branch in the following manner:

   (a). The Secretary of Administration in conjunction with the other secretaries and agency heads should develop for presentation to the Governor in each year a listing of policy issues which should be addressed. This listing should be modified to incorporate other issues the Governor wishes addressed and eliminate any he does not want pursued.

   (b). The Secretaries should be formally advised as to the policy issues the Governor wishes addressed and should be assigned firm target dates for completion.

   (c). While the Secretaries would be required to develop policy papers on the issues selected by the Governor, they would not be precluded from having additional issues addressed as they feel appropriate.

   (d). The completed policy issue papers should be transmitted to the Governor through the Secretary of Administration who would insure proper independent analysis and comment by the control staff.

   (e). On the basis of gubernatorial decisions, the Secretary of Administration in conjunction with the appropriate Secretaries would revise the policy issue papers to reflect the Governor's decisions, and would incorporate those decisions in the budget being formulated.

   (f). The policy issue papers would be an integral part of the

Governor's budget presentation
to the General Assembly.[12]

The three recommendations above caused the Governor to issue on August 10, 1976, Executive Order Number Forty-Three (76): Issue Identification and Analysis (See Appendix A on page 92).

## III. IDENTIFICATION OF NEED

On February 3, 1977, the Chief Planner surveyed all institutions of higher education and educational and cultural agencies assigned to the Secretary of Education. The agencies and institutions surveyed included the following:

- -- 15 four year institutions
- -- 12 educational and cultural agencies
- -- 1 Department of Community College (which consist of 23 community colleges with 32 campuses)

The purpose in surveying the above agencies and institutions was to determine the need for an Identification and Analysis Process initiated by the Governor of Virginia through Executive Order Number 43. Questions in the survey were designed to determine the relevancy of such a Process and not the needs of agencies and institutions, since needs were asked for as an initial step in the Process. Additionally, the terms needs and issues were used interchangeably in the survey and practicum.

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[12] Ibid., pp. 7-29.

As a result of the survey, 28 out of 28 or 100% of the agencies and institutions indicated that the State did not have a process for identifying and analyzing significant education issues, and 23 out of 28 or 82% felt that there was a need for such a process if it focused attention on educational needs in the state. In terms of providing input into the Executive Budget, 17 out of 28, or 60.7% indicated that there was a need for input into the budget, and 93% of the agencies and institutions indicated that the Process required some time for listing the issues but required no funds. Also, 93% of the respondents answered questions 5 and 6 yes but indicated that they would wait and see what impact the Process had on central direction and funds for education. All respondents indicated yes to question 7, and 93% indicated Yes to question 8. In fact, respondents indicated that the Process had its greatest effect by enabling the Secretary of Education to resolve significant issues. For questions 9 and 10, 100% of the respondents indicated yes. In the case of questions 11 and 12 the responses were positive but not quite as positive as the prior responses. In fact, only 60.7% responded yes to question 11 and 64.2% responded to 12. Most respondents questioned whether they had been consulted during analysis and policy change phases. This was made clear earlier and probably will have to be re-affirmed. In the remaining questions (13 and 14), 100% of the respondents indicated yes and the respondents were split down the middle (50/50) as to how often the Process should occur.

In conclusion, the agencies and institutions indicated overwhelmingly the need for the issue identification and analysis process and reacted positively to all questions except the last, thus, confirming that the Process should proceed. Of course, questions 11 and 12 do indicate a need for my staff and the Secretary of Education to consult agencies as we proceed through the Process.

In addition to the Needs Assessment Survey substantiating the need for an Issue Identification and Analysis Process, the first step of the Process resulted in 28 out of 28, or 100% of the agencies and institutions responding to an open-ended assessment of needs or issues which were of concern to their agency. As a result of the first step, 323 needs were sent to my office by the responding education agencies and institutions. These needs were continued through the Issue Identification and Analysis Process and were screened according to their significance and divided into two groups, i.e., those needs which could be resolved by the Secretary of Education and those that need to be continued through the analysis phase of the Process for resolution.

## IV. OBJECTIVES OF PRACTICUM

### Identification Phase

1. To receive a 100% response from the 28

agencies and institutions on the needs assessment requested by the Secretary of Education.

2. To screen forty percent of the 323 needs received and to put them into a significant group to enable the Secretary of Education to focus attention on significant needs.

3. To screen at least 50% of the issues placed in the significant group and return them to the agencies and institutions for definition.

4. To screen 25% of the defined issues which were returned to the Secretary of Education's office and send them to the Governor's Office for screening and endorsement.

5. To enable the Governor to endorse 20% of the defined issues sent to him for State policy formulation and/or inclusion in Executive Budget.

6. To resolve at least 2% of the total number of issues which were put into the internal group for resolution by the Secretary of Education.

## Analysis Phase

7. To analyze and resolve 100% of the issues chosen for analysis by the Governor and Secretary of Education.

8. To make at least four recommendations to the Governor and Secretary of Education on significant issues analyzed.

9. To make a policy change for 60% of the issues analyzed by planning and budget and my office.

10. To increase the education portion of the executive budget by .5% as a result of the analysis of significant issues.

## Resolution Phase

11. The Virginia Education Loan Authority, a student loan agency, will provide during its first year 6,000 loans to students by advertising as a lending agency in high schools, colleges and commercially.

12. To support the introduction of legislation that will merge the State's two residential schools for deaf and blind students which will provide for increased services and better coordination of services.

13. To reduce the cost of forms and the number of forms generated by educational agencies and institutions by 20%.

14. To develop an interagency state plan, with associated cost, for identification and diagnosis of handicapped children, which will deliver integrated services to handicapped children in Virginia.

## V. STRATEGY AND METHODOLOGY

### A. Identification Phase

On August 16, 1976, the Secretary of Education sent a memorandum to all agencies and institutions assigned to his office. This memorandum (see appendix A on page 91) explained the purpose of the Identification and Analysis Process, established September 15 as the date for the submission of significant issues, and notified agencies and institutions that the Chief Planner was the major contact person in the Secretary of Education's Office regarding questions related to the Process. Moreover, Executive Order Number 43 establishing the Process was attached to the memorandum.

Prior to September 15, 1976, the Chief Planner developed a list of criteria (see appendix A on page 94) for reviewing and screening issues. On September 15, 1976, the Secretary of Education's Office received 323 issues or needs from 28 agencies and institutions. From September 16, 1976 to October 13, 1976, the Chief Planner and his staff reviewed and screened 323 issues or needs and identified issues which were considered significant and needed further definition by the agency or institution. This procedure resulted in the staff accepting 135 needs or issues for further definition. The remaining 188 issues or needs were placed in a group to be categorized at a later date by the Chief Planner and his staff.

Moreover, all capital outlay needs or issues were separated out because the State Council of Higher Education had an established procedure for handling capital outlay needs.

From October 13, 1976 to October 15, 1976, the Chief Planner and staff met with the Secretary of Education and discussed, reviewed, and screened the 135 significant issues and reduced them further by using the same criteria previously developed by the Chief Planner. Furthermore, the Secretary of Education's knowledge of the issues was very helpful in the reduction process. The screening resulted in 67 significant issues (see appendix A on page 96) which needed further definition. The majority of the 67 significant issues was related to higher education, with some representing elementary and secondary education and cultural agencies. On October 15, 1976, the Secretary of

Education, with assistance from the Chief Planner, sent a memorandum (see appendix A on page 98) to certain assigned agencies. This memorandum included specific issues or needs which an agency needed to define, and a date of November 15, 1976 for completing the definition of issues. Attached to the memorandum was a suggested Issue Memo Format (see appendix A on page 100) that was developed by the Department of Planning and Budget with input from the Chief Planner. This Format was developed to help agencies with the definition procedure and to bring about consistency in the presentation of defined issues.

From October 16, 1976 to November 14, 1976, the Chief Planner and his staff categorized the remaining 256 issues or needs. Moreover, these issues were separated and placed in two groups, capital outlay and issues that can be addressed internally. The issues or needs were also divided into higher education, elementary and secondary education and cultural agencies. See appendix A on page 102 for those issues or needs which were to be addressed internally by the Secretary of Education or some other appropriate agency.

On November 15, 1976, the Secretary of Education's Office received 95% of the defined issues. The other 5% were received within ten days. Approximately 60% of the responding agencies used the Issue Memo Format as a means of defining their issues. The other 40% used their own format. From November 16, 1976 to December 14, 1976, the

67 defined issues were discussed, reviewed, and screened by the Secretary of Education, and the Chief Planner and his staff to determine the most significant issues. The same criteria that was used for previous screenings was used to screen out the most significant issues. As a result of this screening process, eleven higher education issues, five elementary and secondary issues, and zero cultural issues were sent to the Secretary of Administration and Finance on December 15, 1976. Therefore, out of the 67 defined issues which were returned, a total of sixteen issues were considered for the Analysis Phase. These issues were reviewed by the Governor and discussed between the Secretary of Administration and Finance and the Secretary of Education. This dialogue between the two Secretaries was for the purpose of determining the significance and impacts of the sixteen issues and to eliminate some issues. The dialogue lasted approximately three weeks, December 16, 1976 through January 7, 1977.

On December 20, 1976, the Chief Planner met with the Coordinator for Facilities Planning of the State Council of Higher Education and made him aware of the 56 capital outlay issues which had been screened during the Identification Phase. To determine whether the capital outlay issues were already part of the SCHEV capital outlay priority list, the Coordinator compared the Chief Planner's list with his list and confirmed that the capital outlay issues or needs identified were already part of his list except for a few.

## B. Analysis Phase

On January 15, 1977, the Governor and Secretary of Education endorsed three issues from the list of sixteen to continue through the Analysis Phase. They were as follows:

1. Fixed Percentage Ratios for General/Special Funding (Virginia 70/30 State Plan for Funding Four-Year Institutions)
2. State Support of Eastern Virginia Medical Authority (Private Medical School)
3. Appropriate Funding Approaches to Alternative Education Programs

Responsibility for analyzing the above issues were placed in the Department of Planning and Budget, with assistance from the Chief Planner and the agency in which the issue would impact.

Before the Analysis Phase began, several circumstances occurred which reduced the number of educational issues submitted for analysis to one issue. They were as follows:

1. The Virginia General Assembly was in session; therefore, the work load of the Budget Office increased more than expected.
2. The issue related to Eastern Virginia Medical Authority was already being studied by a Commission which was established by the General Assembly under HJR 154.
3. Executive Order Number 43 affected all functional areas (transportation, human resources, public safety, commerce and resources, and administration and finance); thus requiring the Budget office to analyze issues in areas other than education, which

created additional work on the Budget Office staff.

4. The State Department of Education had initiated a study of alternative education programs which were required by local educational agencies by 1980.

As a result of the above circumstances, the 70/30 State Plan was the only issue analyzed.

Prior to January 20, 1977, the Department of Planning and Budget (DPB) developed, in cooperation with all Functional Areas, instructions for carrying out a detailed analysis of an issue or need. The DPB was given this responsibility so that the analysis of issues in all Functional Areas would follow a consistent procedure.

From January 20, 1977 to November 28, 1977, the Educational Policy Analyst of the Department of Planning and Budget in cooperation with the Chief Planner and State Council of Higher Education (SCHE) staff analyzed the 70/30 State Plan.

During the eleven month analysis, the Chief Planner met with the Educational Policy Analyst six times; at which time, the Chief Planner provided material, educational data, and relevant contact persons.

In addition to the Executive Department's preparation of an issue analysis paper on the 70/30 State Plan, the House Appropriations Committee Staff prepared an issue analysis paper on the 70/30 State Plan. It was completed October 14, 1977.

On November 28, 1977, the Educational Policy Analyst of DPB, with assistance from Chief Planner and SCHE, completed the 70/30 issue analysis paper and sent it to the Secretary of Administration and Finance for his perusal. On December 9, 1977, the Secretary of Administration and Finance sent the 70/30 issue paper to the Secretary of Education for his comments. The Secretary of Education responded to the Secretary of Administration on December 15, 1977, and indicated in his response that after reading the House Appropriations Committee staff analysis and the DPB analysis, he felt the resolution of the 70/30 issue would have to be coordinated with the House Appropriations staff and that the Governor should support the Plan.

During the 1978-80 General Assembly, the Governor supported adjustments in the educational and general budget of institutions of higher education to carry out the 70/30 State Plan. However, as you will see from the analysis, what fees should be included in the 30% was not totally resolved. It will be resolved before budgetary adjustments take place for the 1979-80 fiscal year. Moreover, the DPB analysis projects that the 70/30 adjustments in the E & G appropriations for 1978-79 will increase in general funds over 1976-77 by $51,873,751 (see chart related to projected 70/30 adjustments on page 46 ). The actual adjustments in cost will not be known until further implementation takes place during the 1978-79 fiscal year.

A summary of the two issue papers prepared by the House Appropriations Committee Staff and the DPB immediately follows this paragraph. Please note that the two papers were incorporated into one summary because of similarity in information.

As a culmination to this practicum, the Chief Planner included in appendix E on page 302 a series of news articles which highlighted concerns of agencies and institutions of higher education.

### SUMMARY OF THE ANALYSES OF THE VIRGINIA 70/30 STATE PLAN

Issue: To date there has been no explicit statement of exactly what components constitute the 30% proportion of the 70/30 State Plan. The bottomline of state responsibility cannot be fully implemented until the components of the fixed ratio are determined.

#### Definition of Issue

In its review of college and university budget, the House Appropriations Committee was concerned with the wide variation in the proportion of total educational and general costs which are borne by the students through tuition and fees and the proportion supported from the general fund. Certain institutions, for historic and other reasons, received a lower proportion of their total cost from the general fund than others. For example, at one college, students, through tuition and required fees, contributed forty-eight percent (48%) of the total cost, while at another college, students provided only twenty-one percent (21%). A Virginia Advisory Legislative Council Study Commission and numerous national groups have recommended that tuition and fees rise over a period of time to support approximately one-third (1/3) of the educational and general costs.[13]

Upon recommendations of the House Appropriations Committee, the 1976 General Assembly considered it essential that an effort be made to bring about a more equitable funding policy for Virginia's senior institutions of higher education.

The Virginia General Assembly established as a goal, that over a period of three biennia (6 years), each institution support from tuition and required fees, at least thirty percent (30%) of its total educational and general costs. The proportion of thirty percent was agreed upon in recognition of the Virginia and national studies which had recommended that tuition approximate one-third (1/3) of educational costs as well as the fact that undergraduate tuition and fees at Virginia's public colleges and

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[13] Virginia Department of Planning and Budget, 70/30 State Plan, Report to the Secretary of Administration and Finance, December 1977, (Richmond, Virginia: Virginia Department of Planning and Budget, 1977), p. 4.

Universities are, on the average, among the highest in the southern region of the United States.[14]

Educational and general costs related primarily to instruction were defined to include all expenditures except organized research and public service. This was basically consistent with the definition utilized by the national policy study group known as the Carnegie Commission on Higher Education. The Carnegie Commission defined educational costs to include those expenditures classified by the U.S. Office of Education as departmental research; extension and public service; libraries; general administration, general institutional expense and student services; organized activities relating to educational departments; other sponsored programs; and all other educational and general expense. Excluded are auxiliary enterprises, student aid, and capital improvements, as well as all organized research. Auxiliary enterprises are comprised of such activities as the operation of residence halls and dining rooms. Also excluded were the direct costs of the two medical schools and dental schools and the tuition and required fees received as revenue from medical and dental students. These exclusions were made in view of the extremely high cost of medical and dental education in comparison to other higher education programs.[15]

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[14] Ibid., p. 5.

The calculations made to adjust the 1976-78 appropriations did not take into account any sources other than tuition and required fees. Tuition and required fee income was defined as all tuition income, including that collected from off-campus operations, but not that from public service activities, and all required student fees which are designated by the institutions as applying to educational and general activities. Fees collected on a one-time basis, such as application or graduation fees, were not included in the calculation of tuition and fee income.[16]

The policy was intended to be phased in over the next six years (1976-82), with those institutions the farthest from the desired goal having the entire three biennia in which to reach that goal. Those institutions currently operating at close to the 30% mark, however, were expected to close the gap by at least one percentage point a year. Those institutions obtaining more than 30% of educational and general costs from tuition and fees would not begin to implement the policy until the second year of the 1976-78 biennium. Because of this phasing and the adjustments described above, the amounts printed in the 1976 Appropriations Act as the general fund and special fund shares of total education and general programs were not in a precise 70/30 ratio.[17]

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[15] Virginia General Assembly, House Appropriations Committee, Implementation of the 70/30 State Plan, by Donald J. Finley, Issue Paper (Richmond, Virginia: House Appropriations Committee, January 21, 1977) p. 2.

[16] Ibid.

Identification of Objectives

The objectives of fixed ratio funding were as follows:

1. To distribute general fund support more equitably to senior institutions.
2. To ensure greater consistency in student tuition and fees.
3. To assure that tuition levels will keep pace with rising costs.

Short and Long-Term Implications

The implementation of the 70/30 Plan had short-and long-term implications. The short-term implication was that 70/30 reduced General Fund support by $3.3 million in 1976-77. Recognizing that this action might result in increased student charges, the General Assembly appropriated an additional $1 million for student aid. This resulted in a net gain of approximately 2.3 million for the general fund or nine-tenths of a percent (0.9%) of the total educational and general appropriation.[18]

The long-term implication of 70/30 was that it could cost the general fund an additional $49.9 million (or 28.4% increase) in 1979-80 and $143.6 million (or 81.7% increase over 1976-77) in 1984-85 to maintain it on a statewide basis given the projections for adjusted educational and general appropriations which were based on price and enrollment increases with no consideration for changes in scope and quality. The policy if applied on an institution by institution basis, however, would save the general fund $1.5 million (or 0.5%) in 1979-80 and $1.5 million (rounded, or 0.3%) in 1984-85 as compared with the status quo.[19]

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[17] Ibid., p. 3.

[18] Virginia Department of Planning and Budget, 70/30 State Plan, Report to the Secretary of Administration and Finance, p. 6.

The consequences are two-fold. First, there would or should be greater equity in student costs among institutions, both in absolute and precent terms (if institutions which received additional general fund appropriations reduced their tuitions accordingly). Secondly, regardless of the option selected, increased demands on the general fund will continue.[20]

## Institutional Concerns

After the 1976 Session of the Virginia General Assembly a number of institutions raised, either formally or informally, questions concerning what additional revenues should be allowed to contribute to the 30 percent portion borne by the student, or excluded from consideration in the 70/30 calculation as costs which the student should not be required to share on a proportionate basis. The adjustments to the 1976-78 appropriations to begin to achieve the objectives of the 70/30 Plan were consistent with the specific recommendations of the VALC Study Commission and the Carnegie Commission. The basic question which has arisen, however, is whether certain modifications in application should be made in view of Virginia's particular circumstances and objectives for its higher education system. Those specific modifications which were requested or suggested were as follows:

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[19] Ibid.

[20] Ibid.

1. In addition to required fees, one-time fees paid by the student should be allowed to contribute to the goal of 30 percent. These include such fees as application fees, graduation and diploma fees, registration fees, delinquent tuition aid fees, readmission fees, transcript fees, testing fees, matriculation fees, and examination fees.

2. In addition to required fees, other miscellaneous sources of revenue should be allowed to contribute to the goal of 30 percent. These include such items as income from vending machines, rental income, parking fees and fines, late admission, registration or change charges, library fines and charges, interest, and external sales and services.

3. In addition to tuition and fees, endowment income should be allowed to contribute to the goal of 30 percent.

4. In addition to tuition and fees, the direct income of academic program support services should be allowed to

contribute to the goal of 30 percent. Examples of such services are demonstration schools, laboratory schools, university presses, and dairy and other farm operations.

5. The income to the educational and general activities of the institution from "Indirect Cost Reimbursements on Grants and Contracts" should be deducted from the total expenditures of the institution prior to the 70/30 calculation being made.

6. The full costs of medicine and dentistry, including indirect as well as direct costs, should be deducted from total expenditures prior to the 70/30 calculations being made. This would exclude the indirect as well as the direct costs of medicine and dentistry form the 30 percent requirement.

7. One institution has charged that the 70/30 Plan discriminates against those institutions which have a large proportion of in-state students since they cannot charge higher rates to out-of-state students and use those revenues to contribute to the 30 percent requirement.[21]

Each of these points was discussed and the following recommendations were made to the senior institutions by the Appropriations Committee staff:

One-Time Fees

The Carnegie Commission reference in terms of contributing to one-third of educational costs was to tuition. It did not refer to student fees of any other type. Because of the practice of Virginia institutions in labeling what is actually tuition as required fees for educational purposes, the 1976 Session of the General Assembly felt it appropriate to allow required fees to contribute to the students' aggregate proportion of 30 percent. The inclusion of one-time fees would be inconsistant with the Carnegie Commission's recommendations. The students do, however, pay these amounts to either wholly or partially offset processing costs of the institutions. The intent of the fees is to offset costs incurred which are not directly related to instructional purposes. The total amount of income to senior institutions from these fees in 1976-77 was projected to be $2.2 million. The effect of the inclusion of these funds in the 30 percent portion paid by students would therefore be significant. Due to the inconsistancy of their inclusion with the Carnegie Commission's recommendations upon which the 70/30 Plan is based, the fact that these other fees are charged to offset expenditures not directly related to instruction, and the significant amount of funds involved, it is recommended that these fees not be counted as contributing to the 30 percent proportion paid by the students.

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[21] Finley, Implementarion of the 70/30 State Plan, p. 5.

Other Sources

These other sources of income are items which are not associated with institutional instructional programs and, for the most part, do not have corresponding expenditure amounts associated with them. Since there are minimal, if any, costs associated with obtaining the income from these other sources there is no basis for allowing the students the benefit of that income as a part of their 30 percent contributions. There are no costs in which they have to share on a 30 percent basis, therefore the student is not penalized by not allowing the income from these sources to be applied to the 30 percent contribution in some manner. A possible exception would be any reimbursements for expenses incurred in educational and general activities. The projected income from all other sources for 1976-77 is $2.9 million. For the most part these funds are not paid by students and are not included within the concept of the Carnegie Commission's one-third proportion to be paid by the student. For these reasons, it is not recommended that they be counted as contributing to the 30 percent proportion paid by the students.

Endowment Income

Although it is clear that what makes up the 30 percent is tuition and required fees, several institutions have asked if perhaps other Special Fund income such as private gifts and grants and endowment can possible contribute to the 30 percent, thereby offsetting tuition increases that might otherwise occur. In considering this question, it can be assumed that the General Assembly did not intend to implement a policy which would inhibit private contributions. The discussion which follows is based on that assumption and outlines a recommended policy.

The 70/30 criterion is intended to assist the Governor and the General Assembly in making fair and equitable appropriations to the institutions of higher education. It is not intended to limit the uses to which money received as gifts and grants or endowment income not projected as revenues in the appropriations process can be put. If an institution receives and wishes to expend such income through its State accounts after the biennial appropriation has been made, it must submit a revised spending plan under Section 185 of the 1976 Appropriations Act. At present, private gifts, grants or endowment income are not projected as revenues in the appropriations process. The only exceptions to this are the State's two land-grant institutions which receive Federal grants and appropriations by virtue of their land-grant status. The expenditure of additional money over and above the appropriated amount must be explained as must a substitution of one source of revenue for another. Each revised spending plan should be judged on its own merits.

Since private gifts, grants and endowment income are not projected as revenues, the question which has been posed may be moot. Institutional expenditure actions, however, should be viewed as fulfilling legislative intent as long as those actions do not result in an institution deviating significantly from the percentage relationship (percent required from tuition and required fees) which was built into the appropriated amounts. Thus, to a limited extent and depending on the merits of the particular situation, an institution would be allowed to expend private gifts and grants or endowment income which are not projected as revenues in the appropriations process to partially offset the 30 percent requirement.

The Federal appropriations, gift and grant, and endowment income received by Virginia's two land-grant institutions should be subtracted from each institution's total expenditure prior to the 70/30 calculation being made. This would have the effect of giving the State the benefit of 70 percent of these income sources and the student 30 percent. This is equitable since the State is providing up to 70 percent of the total expenditures of the institutions with the student paying approximately 30 percent.

## Direct Income of Academic Program Support Services

The academic program support services to which this refers are what have been referred to in the past as "organized activities related to instruction." These activities are considered part of the instructional programs of the respective institutions which have them. They are also of such a type that they have the capability to generate income. The projected income for these operations for 1976-77 was $1.3 million. This income seldom meets the total expenses of the operation, however. It is recommneded that the income from these operations be deducted from the total educational and general expenditures prior to the 70/30 calculations being made. This would have the effect of giving the State the benefit of 70 percent of these income sources and the student 30 percent. This is equitable since the State is providing up to 70 percent of the total expenditures of the institutions. This would also insure that the students of an institution would not be paying a proportion of the costs which were already being met by the income of the particular operation but would still be required to pay a proportion (30 percent) of the residual costs after the income had been deducted. This is appropriate since the objective is for students to pay an equitable share of educational costs.

The necessity and appropriateness of General Fund support for these academic program support services should be carefully examined by the State at the earliest opportunity. Many are providing what are essentially private services to the clientele of institutions even though they may also provide some higher education benefits. Examples would be the laboratory schools at Longwood, Madison and Virginia State Colleges. These are elementary schools. They are essentially private schools for which parents pay a nominal tuition. The necessity for the schools is questionable, since many colleges prepare teachers without having a laboratory school as a part of their program. If deemed necessary after careful study, however, the level of charges to the persons utilizing these services should be carefully examined. If a person wants what are essentially private services, should he not be required to pay for the cost of service provided?

### Indirect Cost Reimbursements on Grants and Contracts

At present institutions receiving Federal or private Grants and Contracts are, by Executive Order, required to transfer 30 percent of the total negotiated indirect cost reimbursements on grants and contract to the educational and general accounts of the institution. This transfer is made to reimburse the institution for indirect costs incurred as a result of the grant or contract, such as administrative and physical plant costs. The projected income from these sources for 1976-77 is $2.1 million. It is recommended that the amount credited to the educational and general accounts for indirect cost reimbursement be deducted from the total educational and general expenditures prior to the 70/30 calculation being made. As recommended in the case of income from academic program support services, this would give the State the benefit of 70 percent of the income provided and the student 30 percent. It would mean that the students of an institution would not be paying a proportion of total costs which were already being met by the reimbursement, but would be required to pay a proportion (30 percent) of any residual costs after the reimbursement had been deducted. If residual costs incurred as a result of the institution accepting grants and contracts remained, then the student should be required to pay a proportion of those costs since he receives indirect benefits from attending an institution which has these funds available for research, public service, or perhaps even instruction.

The State's policy and procedures for recovering an indirect cost reimbursement have been in place since the early 1970's. They should be reviewed and revised at the earliest possible date. The procedures are not comprehensive and are vaguely stated. The 30 percent figure is somewhat arbitrary and deserves to be reconsidered. The application of procedures to implement the policy is uneven. For example, the community colleges receive such grants and contracts, but do not reimburse their educational and general accounts.

## Full Costs of Medicine and Dentistry

The recommendations of the Carnegie Commission on the proportion of educational costs that the student should pay did not address the exclusion of either the direct or the indirect costs of these two high-cost instructional programs. Because of their high cost, the 1976 General Assembly excluded the direct costs of Medicine and Dentistry. The alternatives in reference to this question are as follows:

1. Continue the present policy of excluding only direct costs of medicine and dentistry.
2. Exclude both the direct and indirect costs of medicine and dentistry to the extent that the indirect costs can be accurately identified and justified. The ability to do this accurately is questionable at the present time.
3. Include both the direct and indirect costs of medicine and dentistry in the 70/30 calculation thereby at least encouraging, if not requiring, the medical or dental student to pay 30 percent of his high

> cost education. The University of Virginia, for example has recently calculated the annual cost of educating a medical student at $14,000. Medical tuition at the University is currently $1,600 for an in-state student and $3,600 for an out-of-state student.

Proportion of In-State and Out-of-State Students

It is true that institutions with a larger proportion of out-of-state students have a relative advantage in raising the 30 percent proportion of educational costs by exercising the option of charging out-of-state students a higher tuition rate. It is also true that many institutions do not now choose to exercise this option to the fullest. For example, at VCU an out-of-state undergraduate student does pay almost twice as much in tuition as an in-state undergraduate but the out-of-state graduate student pays only 43 percent more than an in-state graduate student and that same out-of-state graduate student pays 25 percent less than the out-of-state undergraduate student, even though those graduate programs are considerably more expensive to offer. The range of proportions of total students which are from out-of-state in the Fall of 1976 is from 8 percent at Longwood to 46 percent at VMI. Clinch Valley, Radford and VCU all have 9 percent of their enrollment from out-of-state. Four other senior institutions, Old Dominion University, Christopher Newport, George Mason and Norfolk State have less than 15 percent of their enrollment from out-of-state. If the 70/30 Plan discriminates in this regard, therefore, it would appear to discriminate against at least 7 senior institutions with a relatively small proportion of out-of-state students. Legislative attention to this point would probably require direct action in regard to specific tuition rates for out-of-state students, rather than the more general policy of requiring institutions to raise 30 percent of educational costs from tuition and required fees. It is recommended that no action on this point be taken at this time. The question and its implications deserve further study.[22]

1978-80 Recommended Appropriation Alternatives

Alternative 1 -- To make no adjustments to the manner in which the 70/30 calculations were made to the appropriations for 1976-78.

Alternative 2 -- To make adjustments deducting the income from academic program support services, indirect cost reimbursements, federal appropriations and endowment income, and other reimbursements from the total educational and general expenditures prior to the 70/30 calculation being made.

Alternative 3 -- To make all of the deductions enumerated in alternative 2 as well as an additional deduction for the income from one-time fees prior to the 70/30 calculation being made.

Alternative 4 -- To make all of the deductions enumerated in alternative 2 and then to give the students full credit for the one-time fees collected as a contribution to the 30 percent proportion that must come from tuition and fees.

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[22] Ibid., p. 9.

For each of the above alternatives, the net decreases in 1976-78 general fund appropriations would have been as follows:

Alternative 1 --- $3.3 million
Alternative 2 --- $2.6 million
Alternative 3 --- $2.3 million
Alternative 4 --- $2.5 million

Alternative 1 required legislative action. Alternatives 2 through 4 benefited institutions of higher education, in terms of larger general fund appropriations. Alternatives 3 and 4, one-time fees, were not considered for inclusion by the Virginia Advisory Legislative Council (VALC) and Carnegie Commission. However, if they were counted, students would receive full credit for such fees as a portion of their 30 percent.[23]

The 70/30 adjustments to appropriations for the 1976-78 biennium were made after all amendments to the Budget Bill (HB30) had been made. The adjustments resulted in increases in the general fund appropriations to seven institutions with corresponding decreases in their special fund appropriations. Additionally, adjustments resulted in decreases in the general fund appropriations to eight institutions with corresponding increases in their special fund appropriations. All adjustments were made based on each institution's position relative to the goal of 70/30 proportions.[24]

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[23] Op. Cit., _70/30 State Plan_, p. 7.

## Conclusion

The Secretary of Education, Director of the State Council of Higher Education, and the Presidents of the 15 senior institutions of Higher Education met with the Appropriations staff and reached the following agreements on their requests for modifications in the application of the 70/30 State Plan:

1. Miscellaneous Sources would not contribute to the 30 percent proportion paid by students.
2. Endowment Income is not projected as revenues and would be excluded.
3. Direct Income of Academic Program Support Services would be deducted from the total educational and general expenditures prior to the 70/30 calculation being made.
4. Full Costs of Medicine and Dentistry, direct and indirect costs, not be deducted prior to 70/30 calculation being made.
5. Indirect Cost Reimbursement on Grants and Contracts be deducted from the total educational and general expenditures prior to 70/30 calculation being made.

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[24] Finley, Op. Cit., p. 3.

6. Proportion of In-State and Out-of-State Students, in regard to 70/30, would not involve the legislature directly because it would lead to setting tuition rates or quotas of in-state and out-of-state students.[25]

The Presidents of the 15 senior institutions of higher education disagreed with the Appropriations staff's position on one-time fees paid by the student. They argued that the student paid these fees and that, just like tuition and required fees, these fees helped to support expenditures made for education and general purposes. If the Virginia General Assembly decided to accommodate the institutions of higher education on the one-time fees situation, there were two possible alternatives for doing so. The first would be to deduct the revenue from one-time fees from the total educational and general expenditures prior to the 70/30 calculation being made. This would have the effect of giving the State the benefit of 70 percent of the income from these fees and the student 30 percent. The second alternative would be to give the student full credit for the one-time fees as a portion of the 30 percent.[26]

The issue related to one-time fees was not resolved and further negotiations will have to occur among the presidents of the institutions, Appropriations Committee staff, and Secretary of Education before 1979-80.

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[25] Ibid., pp. 1-2.

[26] Ibid., p. 2.

## 70/30 APPLIED TO INDIVIDUAL INSTITUTIONS (INCLUDING MEDICAL AND DENTAL SCHOOLS)

| | 1976-77 | | | 1979-80 | | | 1984-85 | | |
|---|---|---|---|---|---|---|---|---|---|
| | Actual | | | Projected | | | Projected | | |
| | Adjusted E & G Appropriation | | | Adjusted E & G Appropriation | | | Adjusted E & G Appropriation | | |
| Institution | Total | From Tuition | From General Fund | Total | From Tuition | From General Fund | Total | From Tuition | From General F |
| Christopher Newport College | $3,653,790 | $1,363,590 | $2,290,200 | $5,094,900 | $1,711,886 | $3,383,014 | $7,252,490 | $2,175,747 | $5,076, |
| Clinch Valley College | 1,786,815 | 373,880 | 1,412,935 | 2,603,410 | 661,266 | 1,942,144 | 3,704,105 | 1,111,232 | 2,592, |
| George Mason University | 13,119,205 | 4,685,995 | 8,433,210 | 19,266,600 | 6,319,445 | 12,947,155 | 28,986,020 | 8,695,806 | 20,290, |
| Longwood College | 4,918,250 | 1,632,725 | 3,285,525 | 6,102,306 | 1,928,329 | 4,173,977 | 8,190,584 | 2,457,175 | 5,733, |
| James Madison University | 14,618,795 | 4,543,740 | 10,075,055 | 18,303,280 | 5,600,804 | 12,702,476 | 25,363,626 | 7,609,088 | 17,754, |
| Mary Washington College | 4,534,810 | 1,990,880 | 2,543,930 | 5,741,120 | 2,124,214 | 3,616,906 | 7,689,360 | 2,306,808 | 5,382, |
| Norfolk State College | 12,036,945 | 2,820,595 | 9,216,350 | 15,630,768 | 4,173,415 | 11,457,353 | 21,856,302 | 6,556,891 | 15,299, |
| Old Dominion University | 21,170,645 | 8,065,230 | 13,105,415 | 29,416,393 | 10,001,574 | 19,414,819 | 42,334,644 | 12,700,399 | 29,634, |
| Radford College | 8,754,010 | 3,126,110 | 5,627,900 | 11,605,834 | 3,806,714 | 7,799,120 | 16,529,450 | 4,958,835 | 11,570, |
| University of Virginia | 51,394,190 | 12,605,805 | 38,788,385 | 64,435,269 | 17,719,699 | 46,715,570 | 88,424,985 | 26,527,496 | 61,897, |
| Virginia Commonwealth University | 46,306,350 | 12,502,000 | 33,804,350 | 59,544,708 | 17,863,412 | 41,681,296 | 85,223,950 | 25,567,185 | 59,656, |
| Virginia Military Institute | 4,212,055 | 1,235,465 | 2,976,590 | 4,815,624 | 1,444,687 | 3,370,937 | 6,576,505 | 1,972,952 | 4,603, |
| Virginia Polytechnic Institute & State University (Main) | 51,320,160 | 12,077,865 | 39,242,295 | 65,263,296 | 17,490,563 | 47,772,733 | 91,900,997 | 27,570,299 | 64,330, |
| Virginia State College | 8,987,913 | 2,895,983 | 6,091,930 | 11,745,167 | 3,652,747 | 8,092,420 | 17,154,648 | 5,146,394 | 12,008, |
| William & Mary, The College of | 17,088,655 | 6,327,170 | 10,761,485 | 21,346,692 | 7,151,142 | 14,195,550 | 30,508,500 | 9,152,550 | 21,355, |
| Richard Bland | 1,307,155 | 400,275 | 906,880 | 1,676,780 | 508,064 | 1,168,716 | 2,280,176 | 684,053 | 1,596,1 |
| Total | $265,209,743 | $76,647,308 | $188,562,435 | $342,592,147 | $102,157,961 | $240,434,186 | $483,976,362 | $145,192,910 | $338,783,4 |

| | 1976-77 | | | 1979-80 | | | 1984-85 | | |
|---|---|---|---|---|---|---|---|---|---|
| | Actual | | | Projected | | | Projected | | |
| | Percentage Distribution | | | Percentage Distribution | | | Percentage Distribution | | |
| Institution | Total | From Tuition | From General Fund | Total | From Tuition | From General Fund | Total | From Tuition | From General Fu |
| Christopher Newport College | 100.0% | 37.3% | 62.7% | 100.0% | 33.6% | 66.4% | 100.0% | 30.0% | 70.0% |
| Clinch Valley College | 100.0 | 20.9 | 79.1 | 100.0 | 25.4 | 74.6 | 100.0 | 30.0 | 70.0 |
| George Mason University | 100.0 | 35.7 | 64.3 | 100.0 | 32.8 | 67.2 | 100.0 | 30.0 | 70.0 |
| Longwood College | 100.0 | 33.2 | 66.8 | 100.0 | 31.6 | 68.4 | 100.0 | 30.0 | 70.0 |
| James Madison University | 100.0 | 31.1 | 68.9 | 100.0 | 30.6 | 69.4 | 100.0 | 30.0 | 70.0 |
| Mary Washington College | 100.0 | 43.9 | 56.1 | 100.0 | 37.0 | 63.0 | 100.0 | 30.0 | 70.0 |
| Norfolk State College | 100.0 | 23.4 | 76.6 | 100.0 | 26.7 | 73.3 | 100.0 | 30.0 | 70.0 |
| Old Dominion University | 100.0 | 38.1 | 61.9 | 100.0 | 34.0 | 66.0 | 100.0 | 30.0 | 70.0 |
| Radford College | 100.0 | 35.7 | 64.3 | 100.0 | 32.8 | 67.2 | 100.0 | 30.0 | 70.0 |
| University of Virginia | 100.0 | 24.5 | 75.5 | 100.0 | 27.5 | 72.5 | 100.0 | 30.0 | 70.0 |
| Virginia Commonwealth University | 100.0 | 27.0 | 73.0 | 100.0 | 30.0 | 70.0 | 100.0 | 30.0 | 70.0 |
| Virginia Military Institute | 100.0 | 29.3 | 70.7 | 100.0 | 30.0 | 70.0 | 100.0 | 30.0 | 70.0 |
| Virginia Polytechnic Institute & State University (Main) | 100.0 | 23.5 | 76.5 | 100.0 | 26.8 | 73.2 | 100.0 | 30.0 | 70.0 |
| Virginia State College | 100.0 | 32.2 | 67.8 | 100.0 | 31.1 | 68.9 | 100.0 | 30.0 | 70.0 |
| William & Mary, The College of | 100.0 | 37.0 | 63.0 | 100.0 | 33.5 | 66.5 | 100.0 | 30.0 | 70.0 |
| Richard Bland | 100.0 | 30.6 | 69.4 | 100.0 | 30.3 | 69.7 | 100.0 | 30.0 | 70.0 |
| Total | 100.0% | 28.9% | 71.1% | 100.0% | 29.8% | 70.2% | 100.0% | [illegible].0% | 70.0% |

## C. Resolution Phase

The issues or needs which follow were identified during the Identification Phase and were placed in the group of issues to be addressed internally. These issues or needs were implemented by the Office of the Secretary of Education or at the request of the Governor.

### 1. THE ESTABLISHMENT OF THE VIRGINIA EDUCATION LOAN AUTHORITY

Issue: In 1972 the Virginia General Assembly statutorily established the Virginia Education Loan Authority to serve as a complementary agency to the State's guaranteed loan program. Under it, Virginia would become a direct lender of student loan funds. Despite the fact that students are finding it increasingly difficult to secure loans, especially new loans, under the "guaranteed" program, the VELA did not receive funds to permit its actual establishment; neither were bonds issued to provide the initial pool of loan funds. Given increasing student tuition costs and the fact that such loan programs represent the principal source of aid funds for students from middle-income families, the State needs to decide whether to reenact the VELA through the legislative process and provide funds.

From January 11, 1977 to February 23, 1977, the Chief Planner monitored the VELA legislation. On January 11, 1977, the Governor and Secretary of Education supported the introduction of SB771 to amend and reenact the establishment of the VELA. This Bill enabled the VELA to sell $15,000,000 in bonds to provide loans to students. The Chief Planner attended three Senate and Health Education Committee hearings and two House Education Committee hearings on the Bill. The Senate Health and Education Committee amended the Bill and reported it to the Senate on February 3, 1977. The Senate passed the Bill on February 7, 1977 with an emergency clause amendment that enabled the Act to be in force from its passage. It had its first reading in the House on February 8, 1977, and was sent to the House Education Committee the same day. SB 771 was amended and reported out of the House Education Committee on February 17, 1977 and was passed by the House on February 20, 1977. See copy of Bill in appendix C on page 152.

Upon approval of SB 771 by the Governor, the Secretary of Education was requested by the Governor to immediately establish the Authority so that loans could be provided to students by July 1, 1978.

On April 1, 1977, the Secretary of Education requested the Chief Planner to provide assistance to the VELA board chairman and to assist in the establishment of the agency. On April 2, 1977, the Chief Planner met with the Secretary of Education and the Director of the State Education Assistance Authority in the Secretary's Office and developed a proposed ad for the Directorship of the VELA. The proposed ad was approved by the VELA board chairman later during the day in the Secretary's Office. On April 3, 1977, the ad (see appendix C on page 157) was placed by the Secretary of Education in the Chronicle of Higher Education, the Washington Post, and daily papers in major cities throughout Virginia. The ad requested all respondents to submit their applications to the VELA Search Committee by April 15, 1977. Additionally, the Chief Planner obtained a list of financial aid officers in Virginia from the SEAA director and sent a letter to each, regarding the directorship of the VELA.

From April 4, 1977 to April 8, 1977, the Chief Planner met with the Budget Analyst in the Department of Planning and Budget and established an appropriations code for VELA and began to outline the types of personnel, equipment, and contractual services needed to establish the VELA. From April 11, 1977 to April 19, 1977, the Chief Planner, with assistance from a member of his staff, screened applications and divided them into three distinct groups--persons not qualified, persons moderately qualified, and persons significantly qualified. Additionally, the chairman of VELA, the Secretary of Education, and the SEAA director reviewed each group of applications and only three applications were changed among the three groups. On April 15, 1977, the chairman of the VELA Selected two other members from the VELA board to form a Search Committee. Also, a letter was sent by the Secretary of Education to the two selected board members concerning a meeting of the Search Committee on April 20, 1977.

The Secretary of Education and Chief Planner met with the Search Committee on April 20, 1977, in the Secretary of Administration and Finance Conference Room and reviewed and screened 110 applications from the significantly qualified and moderately qualified groups. Moreover, five finalist were selected by the Search Committee for interviews. The interviews were held from May 10, 1977 to May 18, 1977, in the Cabinet Conference Room and lasted approximately one hour.

From May 6, 1977 to May 16, 1977, the Chief Planner sent a letter of appreciation to applicants who were not selected among the five finalist. On May 23, 1977, the Search Committee selected a director for the VELA. He was officially appointed to the position by the Governor effective July 1, 1977. From May 24, 1977 to June 6, 1977, the Chief Planner sent a letter to all applicants, notifying them of the person who had been selected by the VELA Search Committee.

On June 13, 1977, the Chief Planner developed a news release on the new director of the VELA and placed it in news papers in the Philadelphia area, Washington Post, Chronicle of Higher Education, and daily and weekly papers in Virginia. The news release was also given to local radio stations and television stations.

From June 16 to June 24, the Chief Planner developed the 1977-78 budget for the VELA, effective July 1, 1977. This budget was scrutinized in a meeting on June 21, 1977, by the Senior Budget Analyst and the Director of SEAA. The operation budget amounted to $135,000 of the $200,000 that was borrowed from SEAA. From June 24, 1977 to July 1, 1977, the Chief Planner obtained temporary office space and furnishings for the VELA Director. Effective July 5, the VELA Director began work.

During 1977-78, the VELA developed a pamphlet for disribution to high schools, colleges, and other conspicuous places. It is entitled, What You Always Wanted to Know About VELA Loans--But were Afraid to Ask! See copy of pamphlet in appendix C on page 158.

After approximately one year of preparation, the VELA will have available in June of 1978, $12.5 million from the sale of bonds to lend to undergraduate and graduate students. These funds will be distributed on August 1, 1978. The Director of VELA estimated that 5,000 loans would be provided to students during the VELA's first year of operation and would be guaranteed by the SEAA.. The SEAA estimated that it would guarantee approximately 15,000 loans during 1978-79. The agency guaranteed 9,000 loans during 1977-78. This represents a 6,000 or 67% increase. Of the 6,000 loans projected, 5,000 or 83% of the increase will be due to the VELA program

## 2. MERGER OF THE BOARDS OF VISITORS OF THE SCHOOLS FOR THE DEAF AND THE BLIND

Issue: Resolve what the future of the Virginia

> School at Hampton and the Virginia School for the Deaf and the Blind at Staunton is to be. Since the Governor's Management Study was released in 1970, the two residential schools have been in a state of flux. The issue is, should Virginia continue to be the only state to operate two dual schools.

On January 15, 1977, House Bill 977 was introduced with support and cooperation from the Governor's office. This Bill merged the boards of visitors of the two schools for the deaf and the blind, transferred property of the two schools to a single board, provided for in-depth study by the single board every five years, and provided that multi-handicapped students whose primary disability is either blindness or deafness attend the Virginia School at Hampton (see approved bill in appendix C on page 164).

The Chief Planner monitored this Bill through the House and Senate. He attended three House Education Committee hearings and Senate Health Education Committee hearings. The Bill was amended in the House Education Committee on January 20, 1977, and it passed the House on January 25, 1977. On January 28, 1977, HB 977 had its first reading on the Senate floor and was referred to the Senate Health and Education Committee on the same day. On February 24, 1977, HB 977 was amended at the request of the Secretary of Education and reported to the Senate on the same day. The Bill passed the Senate on March 1, 1977 and was signed by the Governor on

April 2, 1977.

On August 9, 1977, the Secretary of Education sent a memorandum to the chairmen of the boards of visitors of the two schools for the deaf and the blind, inviting the chairmen and their superintendents and some of their board members to a meeting on August 17 in the Cabinet Conference Room. Prior to the August 17 meeting, the Chief Planner developed an agenda and a plan for the implementation of House Bill 977. The Plan was an internal document for the Secretary of Education. See implementation plan in appendix C on page 168.

On August 17, 1977, an informal meeting was held in the Cabinet Conference Room with the board chairmen and representatives from the two schools, regarding HB 977. A number of issues was identified by the chairmen and their representatives. Questions on how to facilitate the merger received most of the attention. Near the close of the meeting, the Secretary of Education and the Chief Planner requested the chairmen and the superintendents to send to the Chief Planner possible dates for a working committee to meet. In addition other issues which need attention were requested. All information was requested by October 1, 1977. It should be noted that the Agenda and Plan for Implementation developed by the Chief Planner was not followed totally by the Secretary of Education.

As follow-up to the August 17, 1977 meeting, the Secretary of Education and Chief Planner sent a joint memorandum (see appendix C on page 170 ) on August 23, 1977, to the board chairmen delineating the issues which had previously been identified at the August 17 meeting. The memorandum also requested each school's rules and regulations and admissions policies for the Chief Planner's review.

During the first week of October, the Chief Planner received from the chairmen and their superintendents several possible dates for a second meeting. This meeting was established by the Secretary of Education for November 9, 1977, in the Cabinet Conference Room. The Director of Special Education of the Department of Education was invited to participate in the November 9 meeting, since HB 977 outlined certain responsibilities for the State Board of Education. Prior to the meeting, the Chief Planner developed an agenda (see appendix C on page 172 ).

The November 9, 1977, meeting was held and responsibilities for certain sections of HB 977 was determined by the group. These responsibilities were as follows:

1. The State Board of Education was asked to provide procedures to coordinate residential school programs with those of local school divisions.

2. The superintendents of the two schools for the deaf and the blind were asked by the Director of Special Education to send a copy of their existing curriculum offerings to his office.

3. The development of a comprehensive reporting form for the residential

schools was requested by the superintendents of the Director of Special Education.

4. A determination by the Chief Planner of the legal implications of transferring property to the single board was requested by the Secretary of Education.

5. The development of similar personnel, admissions, and transportation policies by the two schools was requested by the Secretary of Education.

Prior to the close of the meeting, the group agreed to have a joint meeting of the two boards of visitors on January 16, 1978, at the Virginia School for the Deaf and the Blind in Staunton, Virginia.

Prior to the January 16, 1978 meeting, a new Governor was inaugurated and a new Secretary of Education was named. Therefore, the Chief Planner did not attend the joint meeting of the two boards of the schools for the deaf and the blind. But the Chief Planner did provide an agenda for that meeting (see appendix C on page 174 ).

At the Januray 16 meeting, the joint boards requested the superintendents to meet with the Director of Special Education on February 6 to work on those aspects of the HB 977 that pertained to residential schools and the State Department of Education. Additionally, the superintendents and their principals were requested to meet on February 13, 1978, in Staunton to come up with a single policy for both schools in the areas of: Admissions, Transportation, Contracts for Teachers, Calendar for

Teachers, Calendar for School Year, and Administrative Routines. The joint board also requested the Chief Planner and someone from the Budget Office to attend their February 20, 1978, meeting at the Virginia School at Hampton.

On February 20, 1978, the joint board met at the Hampton School and agreed to a single admissions policy and calendar for the coming school year. The joint board accepted a transportation policy that was different for each school because the geographical location of the two schools dictated such a policy. The superintendents were asked to study further what should be included in Teacher Contracts, since no agreement could be reached on a single contract. The joint board also agreed on mission statements with slight differences for the two schools, since one will accept multi-handicapped children and the other will not.

The Budget analyst who attended the meeting provided the joint board with information on what they could expect in terms of general funds for operating cost and capital outlay. Also, he informed the joint board that they would still develop two budgets, rather than one, for the two schools.

The Chief Planner informed the joint board that the Secretary of Education requested $15,000 in his budget to carry out Section 23-236 of HB 977, an in-depth study of the administration, structure, funding, educational programs, and use and condition of facilities at the schools under its control. These funds were approved by the Virginia General Assembly.

On May 25 and 26, the Director of Special Education held meetings with the two residential schools and local educational agencies to develop procedures to implement 23-238 of HB 977. These procedures will be acted upon by the State Board of Education and will become effective July 1, 1978.

## Conclusion

As was indicated previously, HB 977 was passed by Educational Committees in both Houses of the Virginia General Assembly. Moreover, HB 977 contained seven sections (23-232 through 23-238) which required action by the merged board of visitors.

The following sections and their subparts were resolved prior to the merger by the Secretary of Education and the Chief Planner through their pre-planning efforts:

1. Section 23-232, parts A and B were resolved legislatively.
2. Section 23-233, parts A and B were confirmed as being legal by the Assistant State Attorney General and will become effective July 1, 1978.
3. Section 23-234, parts A, B, and C were resolved and procedures were established by the State Board of Education and will become effective July 1, 1978.
4. Section 23-235, no action taken.

5. Section 23-236, part A was covered by the appropriation of $15,000 in the Secretary of Education's budget, and part B has already been resolved by the joint board prior to merger.

6. Section 23-237, parts B and C were resolved by the joint board prior to merger.

7. Section 23-238, the Director of Special Education held meetings with residential schools on May 25 and 26 and developed the necessary procedures to carry out this section. These procedures will become effective on the date of the merger, July 1, 1978.

Those sections or subparts of the Bill which were not acted upon was left for the merged board to resolve or until the in-depth study was completed.

Except for Section 23-235, some type of action was taken on the other six Sections. Therefore, 86% of the Sections were acted upon by the Chief Planner and Secretary of Education.

## 3. FORMS MANAGEMENT PROGRAM

One of the issues which was sent to the Secretary of Education's office related to the need to reduce paper work. As a response to this need, the Governor issued on March 14, 1977, Executive Order Number Fifty-two (52). This Order directed the Secretary of Administration and Finance to immediately take all necessary steps to establish an interagency function to be designated the Virginia Forms Management Program. The Department of

Management Analysis and Systems Development and the Department of Purchases and Supply was given responsibility for the overall State program, which included all functional areas. Each Secretary, including the Secretary of Education, was given responsibility for ensuring that his functional area implemented the program.

The purpose of the program was to reduce the cost of forms and the time required to complete forms without limiting the operating effectiveness of the agencies and institutions.

To develop continuity among all functional areas, the Director of Management Analysis and Systems Development sent on March 21, 1977, a memorandum and Executive Order Number Fifty-Two (52) to all State agencies and institutions, with a copy to the appropriate Secretary (see appendix C on page 176 ). The memorandum explained the basic purposes of the program and notified the agencies of specific dates. In addition to the memorandum, the Director of MASD sent a manual, with various forms and instructions, to each of the agencies and institutions. The manual enabled all information to be compiled in a consistent manner.

On April 20, 1977, the Chief Planner contacted each agency assigned to the Secretary of Education and determined that each agency had assigned a forms management officer to implement the Program and that the names of the persons were sent to the Department of Purchase and Supply (DPS). The forms management officer acted on behalf of the agency head in coordinating and carrying out the Program. Furthermore, he/she served as chairman of the review committee, was liaison with DPS and Secretary of Education's Office on progress reports, and was liaison with DPS, DPT and MASD on Training Program. Moreover, forms review committees were formed by all educational agencies and institutions.

These review committees were comprised of individuals from each of the operating divisions within an organization who were familiar with the forms which were used in their respective entities and were chaired by the forms management officer.

The review committees assumed the following responsibilities:

--Collected all the forms generated by the agency

--Served as a reference source when the functional file was built

--Assisted the forms management officer when the subject or purpose of a particular form was called into question

--Participated in the initial review and justification process

--Evaluated each form in the functional file to identify opportunities for eliminating unnecessary forms or for standardizing forms

--Received information from divisions

within agency seeking to create
a new form or revision to an existing
form

--Notified individuals within the agency
of all obsolete forms, replacements
by new forms, and new forms approvals

The designation of forms management officers and establishment of review committees were completed by educational agencies and institutions by April 27, 1977.

On June 27, 1977 and June 28, 1977, the forms managers requested from their various divisions three samples of every form generated. These forms lead to the establishment of a numerical file that consisted of groups of forms with temporarily assigned numbers. The numerical file was used for strictly working purposes. At this point in the program, many institutions of higher education, especially larger institutions, showed tacit resistance to the program. This was due to the number of forms used by the institutions, which made monitoring of the forms a difficult task. Therefore, the institutions of higher education (15) were given a deferral by the MASD Director, but not an exception, to the program. The establishment of the numerical file was completed by 11 of the 28 agencies and institutions assigned to the Secretary of Education on July 15, 1977, and copies of a numerical register were sent to the Department of Purchase and Supply (see appendix C on page 180).

On July 18, 1977, the forms review committee in each participating agency and institution reviewed each form in their numerical file and eliminated forms which duplicated other forms. In some cases, agencies increased the number of forms they used. The numerical file was completed by October 19, 1977.

Prior to the establishment of a numerical file, the Department of Management Analysis and the Department of Purchases and Supply sponsored a workshop on June 24, 1977, for forms management officers and review committee members. This workshop provided information to supplement the manual and assisted participants in understanding the fundamentals of Forms Design and Forms Analysis. See copy of pamphlet containing contents of workshop in appendix C on page 181.

After the numerical file was completed, the forms managers and review committees established a functional file that consisted of folders which contained one sample of each and every form in the agency and institution that serves the same function. The purpose of the functional file was to identify the subject and classify and arrange the form according to operational condition and function. Three digit numbers were assigned to each form in the functional file by the forms manager. The first number referred to the subject, the second number to the operation/condition, and the third number to the function. This enabled the forms to be located by each agency or institution and prevented the establishment of a new form if one was already in the functional file that served the same purpose. Functional index reports prepared by the agencies outlined this very clearly (see appendix C on page 184). The establishment of the functional file began on October 21, 1977, and was completed on February 10, 1978, by participating agencies and institutions.

It should be noted that an interim report was released by the Department of Purchases and Supply on December 6, 1977. This interim report included all State agencies and institutions.

On March 30, 1978, the Chief Planner received a report from the Department of Purchases and Supply on educational agencies and institutions. This report revealed that 11 of the 28 agencies and institutions assigned to the Secretary of Education completed the program and that there was a total of 6,120 forms as of May 31, 1977 and 5,181 forms as of March 30, 1978 for a reduction of 939 or 15.3% at a cost of $918.

As of March 30, 1978, 7 of the 15 four-year institutions had not participated in the Program; the Department of Community Colleges were exempt from the Program; and 9 of the 12 educational agencies had not participated. This nonparticipation by some agencies and institutions represented consistent resistence to the Program because of its scope and requirements.

Originally, the Forms Management Program was expected to continue through 1978-79, but, because a new Governor was inaugurated on January 14, 1978, and a new Secretary of

Education was appointed, there is no guarantee that the Program will continue, especially since it met with some resistence.

In conclusion the Forms Management Program was a large endeavor, and, because of this, timeframes were not followed by participating educational agencies and institutions as scheduled; thus resulting in only partial success for the Forms Management Program.

## 4. DEVELOPMENT OF A REVISED STATE PLAN FOR THE IDENTIFICATION AND DIAGNOSIS OF CHILDREN WHO ARE HANDICAPPED

Among the issues submitted by the State Department of Education, three were related to the education of handicapped children. They were as follows:

--To what extent should services to handicapped persons be provided by public education?

--Is there a problem in the trend of increasing the percentage of total educational funds targeted for a relatively small percentage of students requiring special programs?

--Should the State Department of Education or other appropriate State agencies develop and fund diagnostic and evaluation services for the deaf and blind both prior to admissions, and upon subsequent referral?

To answer the above questions and other questions related to handicapped education, the Governor established on November 13, 1976, a sixteen-member Governor's Committee on Education of the Handicapped. This committee was asked by the Governor to study and recommend the most effective ways of providing education for handicapped persons in keeping with their potential; to recommend possible cooperative arrangements between school divisions for the diagnostic needs and education of the handicapped; to study and recommend changes, if necessary, in standards and procedures for the initial and continued approval and accountability of schools eligible for tuition grants; and to recommend a statewide evaluation system to measure the effectiveness of educational programs for the handicapped.

The Governor's Committee divided into several subcommittees. One such subcommittee which was pertinent to the Chief Planner's involvement in the revised State Plan for the Identification and Diagnosis of Children Who Are Handicapped was the subcommittee on Interagency Cooperation in the State-Wide Delivery of Services for the Education of the Handicapped. For it was a request from this committee to the Governor that lead to the development of the State Plan by the office of the Secretary of Education and the Secretary of Human Resources.

The Governor sent a memorandum on May 11, 1977 (see appendix C on page 185) requesting the Secretary of Education and the Secretary of Human Resources to revise the Virginia State Plan For The Identification And Diagnosis Of Handicapped Children (see original Plan in appendix C on page 186 ). The Secretary of Education was given primary responsibility for revising the Plan.

On May 27, 1977, the Secretary of Education requested his Chief Planner to meet with the Chief Planner of Human Resources and develop a plan for revising the State Plan for the Identification and Diagnosis of Handicapped Children.

On June 2, 1977, the Chief Planners met in the Human Resources Section and decided that one member from each of their staffs would work with them on the revision of the State Plan. Moreover, the Chief Planners decided to recommend to the Secretaries the establishment of a Task force consisting of public agencies which provided services to handicapped persons. Also, a proposed work plan was outlined for implementing the State Plan, and a tentative date of June 20, 1977 was established to meet with agency heads under respective Secretaries who provided services to handicapped children.

On June 5, 1977. the Secretaries approved the recommendations of the Chief Planners. Additionally, the Secretaries requested that the proposed work plan be further developed and disseminated at the June 20, 1977 meeting for agency heads.

On June 9, 1977, (see appendix C on page 200) a joint memorandum was sent by the two Secretaries to their respective agency heads. This memorandum requested agency heads to meet with then on June 20, 1977, in the Cabinet Conference Room at 3:30 p.m.. The Governor's May 11, 1977, request was attached to each memorandum. Also, agency heads were asked to give the assignment top priority.

At the request of the chairman of the Subcommittee on Interagency Cooperation (see letter in appendix C on page 201) of the Governor's Committee on the Education of the Handicapped, the Chief Planners met on June 15, 1977, with the Subcommittee, outlining the approach that would be taken in revising the State Plan. In addition, the chairman of the Subcommittee requested that the revised State Plan be completed by August 31, 1977, so that public hearings could be held and revisions made in the State Plan before the 1978 Virginia General Assembly. Reluctantly, the Chief Planners agreed but made it clear that the date should be tentative until the problems related to the State Plan could be identified.

On June 13, 1977, the Chief Planners and their staff representatives began to develop the proposed work plan. The work plan was completed on June 16, 1977, and presented to the two Secretaries on June 17, 1977. The work plan (see appendix C on page 203) was approved by the Secretaries on the same day.

On June 20, 1977, in the Cabinet Conference Room, the Secretaries, the Chief Planners, and the staff representatives met with the heads of Education and Human Resources agencies which served handicapped children. The agency heads, the Secretaries, the Chief Planners, and the staff representatives discussed the 1972 State Plan. Furthermore, the agency heads were given a copy of the work plan which outlined dates of task force meetings and responsibilities of staff and task force members. Moreover, agency heads were requested by the Secretaries to assign a person from their agency (preferably the program director) to serve on the task force and to send the names of the persons to the appropriate Secretary. It was also emphasized by the Secretaries and staff that the Subcommittee of the Governor's Committee on the Education of the Handicapped requested that the revised State Plan be completed by August 31, 1977, so that public hearings could be held.

In accordance with the work plan, the Chief Planners and the staff representatives met on June 21, 22, and 23, 1977, in the Education Section and pulled together information from the Governor's Committee minutes, the Original Plan, and other material that might be helpful. Immediately after receiving all the names of task force members (see list of task force members in revised State Plan in appendix C on page 221), the Chief Planners telephoned task force members and notified them of the June 24 meeting and time and place of the meeting. Also, at the suggestion of the Chief Planners, the Secretaries were asked to co-chair the task force meetings so that questions could be resolved immediately and deadlines could be met.

On June 24, 1977, the Secretaries, Chief Planners, and staff representatives met for a working session with the Task force to revise the State Plan for the

Identification and Diagnosis of Handicapped Children. At this meeting, advantages and disadvantages of the original Plan were discussed and comments were made by task force members, regarding their agencies' role in the revised State Plan. Also, comments on what should be included in the revised State Plan in light of Federal and State laws were made. Members present felt that some agencies had been excluded and requested that someone be appointed to the task force from the private sector and the two schools for the Deaf and the Blind. These requests were followed-up by the staff and persons from these groups were included on the task force.

Prior to the close of the June 24, 1977 meeting, Task Force members were given the following assignments:

1. To what extent did their agency implement the provisions of the original plan--types of linkages, activities and programs, and location of each.
2. What was their agency currently doing, plans for increasing or expanding their services, and what their agency could be doing or should be doing?

The above questions were answered by the task force members in reports submitted to the Chief Planners on July 11, 1977. Moreover, from July 5, 1977 to July 24, 1977, the Chief Planners and their staff representatives analyzed all agency information and developed a report on the implementation of the original plan. (see report in appendix C on page 208 ). Additionally, the two staff representatives began development of the revised State Plan. On

July 19, 1977, the Chief Planner for Education sent a memorandum, with the report on the Implementation of the Original Plan to all task force members and asked each to review the Report and make additions and changes before the July 25, 1977 meeting (see memo in appendix C on page 207).

On July 25, 1977, the Secretaries, the Chief Planner, and the staff representatives met with the task force for a second meeting and presented a progress report on the changes and additions which needed to be made to the original State Plan. The Chief Planners received enough input/data from the task force members to begin the completion of the first draft of the revised State Plan.

From July 26, 1977 to August 1, 1977, the Chief Planners and the staff representatives reviewed the original State Plan and Federal and State legislation. Also, considerable communications occurred between the staff and the task force members during the revision of the State Plan. On August 1, 1977, a draft of the revised State Plan was completed by the Chief Planners and staff representatives. This draft was sent on August 2, 1977, to task force representatives for review and comment. Also, based on task force representatives' comments, the Report on the Implementation of the Original State Plan was updated and sent to task force representatives.

On August 4, 1977, the Secretaries, the Chief Planners and the staff representatives met with task force representatives for a third meeting. At this meeting, the staff presented the initial draft of the revised State Plan which focused on five subsystems. They were as follows:

1. Handicaps in the Newborn Population
2. Handicaps Acquired Prior to Age 5
3. Handicaps in the Transient Population
4. Handicaps in the In-School Population
5. Children who are Brought to the Attention of or who are being admitted to or discharged from a State Residential Facility and who have or are suspected of having handicapping conditions

A significant amount of discussion centered on the proposed State Plan, and many changes were suggested by task force representatives. The most significant suggestions centered around the role of the private sector; what agency should be the point of entry for handicapped children; how to include public awareness and who should be responsible; cost factors; whether prevention should be included; and the role of parents. In accordance with comments made by task force representatives, the Chief Planners proceeded on August 5, 1977, to further revise the State Plan and met with various agency representatives in the Education Section to clarify agencies' positions. This was very difficult, especially with the Department of Health, the Department of Mental Health and Mental Retardation, and the Department of Education, because these agencies had the greatest amount of responsibility in the State Plan. They had preconceived ideas of their own related to how the State

Plan should be revised, but the Chief Planners and their staff did not necessarily agree; yet, staff had to be realistic because these agencies were responsible for implementing the greatest portion of the State Plan. Therefore, instead of finalizing the revised State Plan on August 24, 1977, as planned, the staff did not finalize the revised State Plan but continued to meet with the three main agencies to resolve differences in opinion.

On August 4, 1977, the Subcommittee Chairman requested that the Chief Planners and the staff representatives meet with the Subcommittee on Interagency Cooperation on August 17, 1977, at 8:30 a.m. in Committee Room 1 of the Capital. This meeting was held, and the Subcommittee was told by the Chief Planners that the revised State Plan would not be ready by August 31, 1977. The Subcommittee was given a draft of the revised State Plan and was asked by the Chief Planners to submit their comments. These comments were submitted by the Subcommittee on September 2, 1977, to the staff (see comments in appendix C on page 260 ).

On August 25, 1977, the staff representatives, the Chief Planners, and the Secretaries had their final planned meeting with task force representatives on the revised State Plan for suggested changes. Most task force representatives were very satisfied with the revised State Plan, but the three main implementing agencies (Education, Health, and Mental Health) asked for further changes as the State Plan related to their role in the provision of services to handicapped children. Therefore, the staff had separate meetings with these agencies during the latter part of August and held a three hour meeting with the three agencies and Secretaries on August 27, 1977.

A third draft of the revised State Plan was presented to the Secretaries on September 1, 1977 and it was decided by the Secretaries that one more meeting would be held with Task Force representatives in the Cabinet Conference Room on September 7, 1977, for final approval. The meeting was held and changes were recommended, including recommendations by the Subcommittee on Interagency Cooperation. Moreover, the agencies' representatives indicated that the cost data required to implement their part of the Plan was not ready and they needed more time. Therefore, the Secretaries submitted (see memo in appendix C on page 217) to the Governor, the Task Force representatives, the Governor's Committee on the Education of the Handicapped the revised State Plan for the Identification and Diagnosis of Children Who Are Handicapped (see revised State Plan in appendix C on page 220) on September 16, 1977, with the understanding that cost data would be forthcoming.

On October 19, 1977, the Governor's Committee on the Education of the Handicapped held public hearings on the revised State Plan for the Identification and Diagnosis of Children Who Are Handicapped. The public hearing was held in House Room 1 in the Capitol for one day. Approximately 300 persons attended and the speakers on the State Plan represented local school systems, Virginia Association for Reparded Citizens, Virginia Association of School Psychologists, Virginia ACLU, and Central Virginia Speech and Hearing Center, Inc. Although many comments were made concerning the revised State Plan, the issue which was most significant related to whether the Department of Health should be the entry point for the identification and diagnosis of handicapped children. Local school representatives felt that the Department of Health should only be the entry point for preschool children and that it was education's responsibility to identify and diagnose school age children. This point of view was reflected in Health and Education's interagency agreement.

After the public hearing, the Subcommittee on Interagency Cooperation sent the staff a compilation of comments (see appendix C on page 216) which were made on the revised State Plan. These comments were analyzed by the staff and some were sent as addendums to the revised State Plan to the Governor.

On October 27, 1977, as follow-up to the August 25, 1977, staff requests for cost data and agency plans, a memorandum (see appendix C on page 274) was sent by the Secretaries to task force representatives requesting the submission of cost data and individual agency plans.

These submissions were requested for December 1, 1977.

As follow-up to the public hearing, the staff met with the chairman of the Subcommittee on Interagency Cooperation on November 2, 1977. This meeting dealt with cost data, agency plans, and possible funding of the State Plan during the 1978 Virginia General Assembly.

On December 1, 1977, agency plans and cost data were received by the Chief Planners. From December 2, 1977, to January 10, 1978, meetings were held with agency representatives concerning their respective plans and cost data. From the agencies' plans, the Chief Planners and staff compiled a report on agency linkages and cost to implement State Plan. A report on the cost of implementing the revised State Plan, with accompanying agency plans, was submitted to the Governor on January 11, 1978, by the Secretaries (see appendix C on page 275 ).

On February 1, 1978, two delegates, with the support of the Secretaries, introduced HJR No. 79 (see appendix C on page 283) concerning the revised State Plan. This Resolution requested the Secretaries of Education and Human Resources to complete the revised State Plan by providing all necessary supporting documents. It also requested the two Secretaries to develop a schedule for implementation. The Secretary of Human Resources was requested to designate a non-participating agency to evaluate the implementation of the State Plan and to hold periodic public hearings to receive comments and recommendations. Additionally, on February 20, 1978, legislation was introduced, at the request of the Governor, based on input from the Chief Planner, special education director and Assistant Attorney General. This legislation (HB 959) was introduced to bring Virginia's laws related to the education of the handicapped in compliance with P.L. 94-142 and Section 504 of Rehabilitation Act of 1973 (see HB 959 in appendix C on page 284).

In each case, the above pieces of legislation passed both houses of the Virginia General Assembly and were signed by the Governor.

Because handicapped education was such a significant issue, the Governor requested a 50% appropriations increase in special education for the 1978-80 biennium, but the 1978 Virginia General Assembly approved a 34.9% increase in special education appropriations. No funds were appropriated for the revised State Plan, because the General Assembly expected the State Plan to be implemented through the use of appropriated funds for existing programs in agencies.

To finalize the revised State Plan, the task force representatives submitted to the staff on March 29, 1978, interagency agreements which they established out of the need for linkages with other agencies. A sample copy of such an agreement is in appendix C on page 291. These interagency agreements reflected the relationships of agencies to one another for the purpose of implementing the revised State Plan.

Implementation of the revised State Plan will begin July 1, 1978.

## VI. EVALUATION OF PRACTICUM

### PRE-POST COMPARISON OF DATA

### EVALUATION CHECKLIST

Identification Phase

1. a. Number of agencies assigned to Secretary of Education 28 .

   b. Number of agencies which responded to needs assessment request from Secretary of Education 28 .

   c. Percentage of agencies responding to needs assessment request 100%.

2. a. Number of issues received from educational agencies and institutions 323.

   b. Number of issues placed in significant group by Chief Planner and staff 135.

   c. Percentage of significant issues placed in significant group 41.8%.

3. a. Number of significant issues 135.

   b. Number of significant issues sent to agencies and institutions for further definition 67 .

   c. Percentage of significant issues sent to agencies and institutions for further definition and returned 49.6%.

4. a. Number of defined issues returned 67 .

   b. Number of issues screened for Governor's endorsement 16.

   c. Percentage of issues screened for Governor's endorsement 23.8%.

5. a. Number of defined issues screened and sent to the Governor for his endorsement 16 .

   b. Number of defined issues actually endorsed by the Governor 3 .

   c. Percentage of issues endorsed by the Governor 18.8%.

6. a. Number of issues placed in internal group for resolution 307.

   b. Number of issues resolved 4 .

   c. Percentage of issues resolved 1.3%.

## Analysis Phase

7. a. Number of issues endorsed by the Governor for further analysis 3 .

   b. Number of issues actually analyzed 1 .

   c. Percentage of endorsed issues actually analyzed 33.3%.

8. a. Number of anticipated recommended appropriation alternatives 4 .

   b. Number of recommended appropriation alternatives made to Secretary of Education and Governor 4 .

   c. Percentage of recommended appropriation alternatives made to Secretary of Education and Governor 100%.

9. a. Number of endorsed issues actually analyzed 1 .

   b. Number of endorsed issues in which a policy was changed 0 .

   c. Percentage of endorsed issues in which a policy was changed 0 .

10. a. 1978-80 biennium general fund education budget $2,558,000,000.

    b. Estimated amount of funds included in 1978-80 general fund education budget as a result of the 70/30 State Plan, $51,873,751.

c. Estimated percentage increase in 1978-80 biennium general fund budget as a result of the 70/30 State Plan, 2%.

Resolution Phase

11. a. Number of guaranteed student loans made by State Education Assistance Authority in 1977-78, 9,000.

    b. Projected number of guaranteed student loans by SEAA for 1978-79, 15,000.

    c. Projected increase in student guaranteed loans, 6,000 or 67%.

    d. Of the projected 6,000 increase in guaranteed student loans, the VELA projected that it would make 5,000 of the loans or 83% of the increase.

12. House Bill 977 was introduced in the House with the Office of Education's support on January 15, 1977 and passed the General Assembly on March 1, 1977. It was signed by the Governor on April 2, 1977. Of the seven Sections of the Bill which needed action or some initiative from the Secretary of Education's Office, six or 85.6% received action or resolution.

13. a. Number of forms compiled as of May 31, 1977 6,120.

    b. Number of forms as of March 30, 1978 5,181.

    c. Reduction in forms, 939 or 15.3%.

    d. Cost of forms compiled on May 31, 1977 (Avg. cost per form--15¢), $918.

    e. Cost of forms as of March 30, 1978, $777.

    f. Reduction in cost, $141 or 18.1%.

14. A revised State Plan for the identification and diagnosis of children who were handicapped was completed September 16, 1977, and associated cost, individual plans, and interagency agreements were completed and sent to the Governor by June 9, 1978. The revised State Plan will become effective July 1, 1978. An interesting comparison that can be made was the fact that the

e. Cost of forms as of March 30, 1978, $777.

f. Reduction in cost, $141 or 18.1%.

---- Objective was partially achieved.

Objective 14: To develop an interagency State Plan, with associated cost, for identification and diagnosis of handicapped children, which will deliver integrated services to handicapped children in Virginia.

Pre-Post Comparison: A cost comparison was made between the original plan and revised plan.

14. A revised State Plan for the identification and diagnosis of children who were handicapped was completed September 16, 1977, and associated cost, individual plans, and interagency agreements were completed and sent to the Governor by June 9, 1978. The revised State Plan became effective July 1, 1978. An interesting comparison was that the original State Plan was estimated to cost $5,000,000 and the revised State Plan was estimated to cost $9,000,000 for a $4,000,000 or 80% increase.

---- Objective was achieved.

## ISSUE IDENTIFICATION AND ANALYSIS PROCESS

## STATE AGENCY AND INSTITUTION OF HIGHER EDUCATION EVALUATION

To determine the value and impact of the Identification and Analysis Process, the Chief Planner surveyed 17 agencies and institutions of the 28 assigned to the Secretary of Education. These agencies and institutions consisted of 15 senior institutions and 2 state educational agencies. The senior institutions were emphasized because most of the significant educational issues were related to higher education.

On April 7, 1978, the Chief Planner sent a memorandum and evaluation form (see appendix D on page 298) to 17 agencies and institutions. Of the 17 agencies and institutions surveyed, 15 responded--13 institutions and 2 educational agencies for an 88% response.

### RESPONSES TO EVALUATION FORM

### Question #1

Of the fifteen agencies and institutions which responded, six or 41% circled some; five or 33% circled very much; four or 26% made no response; and 0% circled none.

Question #2

Of the fifteen agencies and institutions which responded, six or 41% circled some; five or 33% circled very much; four or 26% made no response and 0% circled none.

Question #3

Of the fifteen agencies and institutions which responded, six or 41% circled yes; five or 33% circled no; and four or 26% made no response.

Question #4

Of the fifteen agencies and institutions which responded, ten or 67% circled some; one or 7% circled very much; four or 26% made no response; and 0% circled none.

Question #5

Of the fifteen agencies and institutions which responded, nine or 60% circled some; one or 7% circled very much; five or 33% made no response; and 0% circled none.

Question #6

Of the fifteen agencies and institutions which responded, ten or 67% circled yes; and five or 33% made no response.

Question #7

Of the fifteen agencies and institutions which responded, seven or 47% circled some; three or 20% circled very much; five or 33% made no response; and 0% circled none.

Question #8

Of the fifteen agencies and institutions which responded, six or 40% circled yes; four or 27% circled no; and five or 33% made no response.

Question #9

Of the fifteen agencies and institutions which responded, eight or 53% circled yes; three or 20% circled no; and four or 27% made no response.

Question #10

Of the fifteen agencies and institutions which responded, ten or 67% circled yes; one or 6% circled no; and four or 27% made no response.

Conclusion

The majority of the agencies and institutions indicated that the Process focused attention some or very much on significant educational issues and helped them to express their educational needs.

Responses of respondents to 3, 4, 5, and 6 seem to indicate that the Process had some impact on the Governor's policy and resource allocation decisions and that the Governor selected appropriate issues to resolve. However, based on agency comments, some felt that it was very difficult to answer the aforementioned questions because they had insufficient information or because it was difficult to determine how the Governor and Secretary of Education made use of the significant educational issues.

Agencies and institutions seem to indicate from question seven that the Process provided the Secretary of Education with information on State educational needs or issues. Moreover, even though 40% of the respondents felt the 70/30 issue was the most deserving of the analysis, 60% indicated no or made no response. Also, agency and institutional comments and responses to number nine indicated that there were other issues which they felt important.

Finally, 67% of the respondents indicated that the Process should continue as part of the budget cycle and one institution felt the Process should not continue because it was extra paper work for the institutions.

Undoubtedly, the results of the evaluation indicated that the Process could be improved, especially as it relates to providing more follow-up information to agencies and institutions. The many comments and number of no responses when taken together supports the need for the Chief Planner and the Secretary of Education to make changes in the Process in 1979, i.e., changes which will involve more agency and institution participation.

## VII. FURTHER APPLICATION OF PRACTICUM

The Issue Identification and Analysis Process seems to be most conducive at the State level. The State Department of Education informed the Chief Planner that their issues reflected the needs of local educational agencies and should not be applied any further than the

State level. Considering the regulatory power the State Department of Education has over the local educational agencies, the Chief Planner made no further attempt to apply this practicum at the local level.

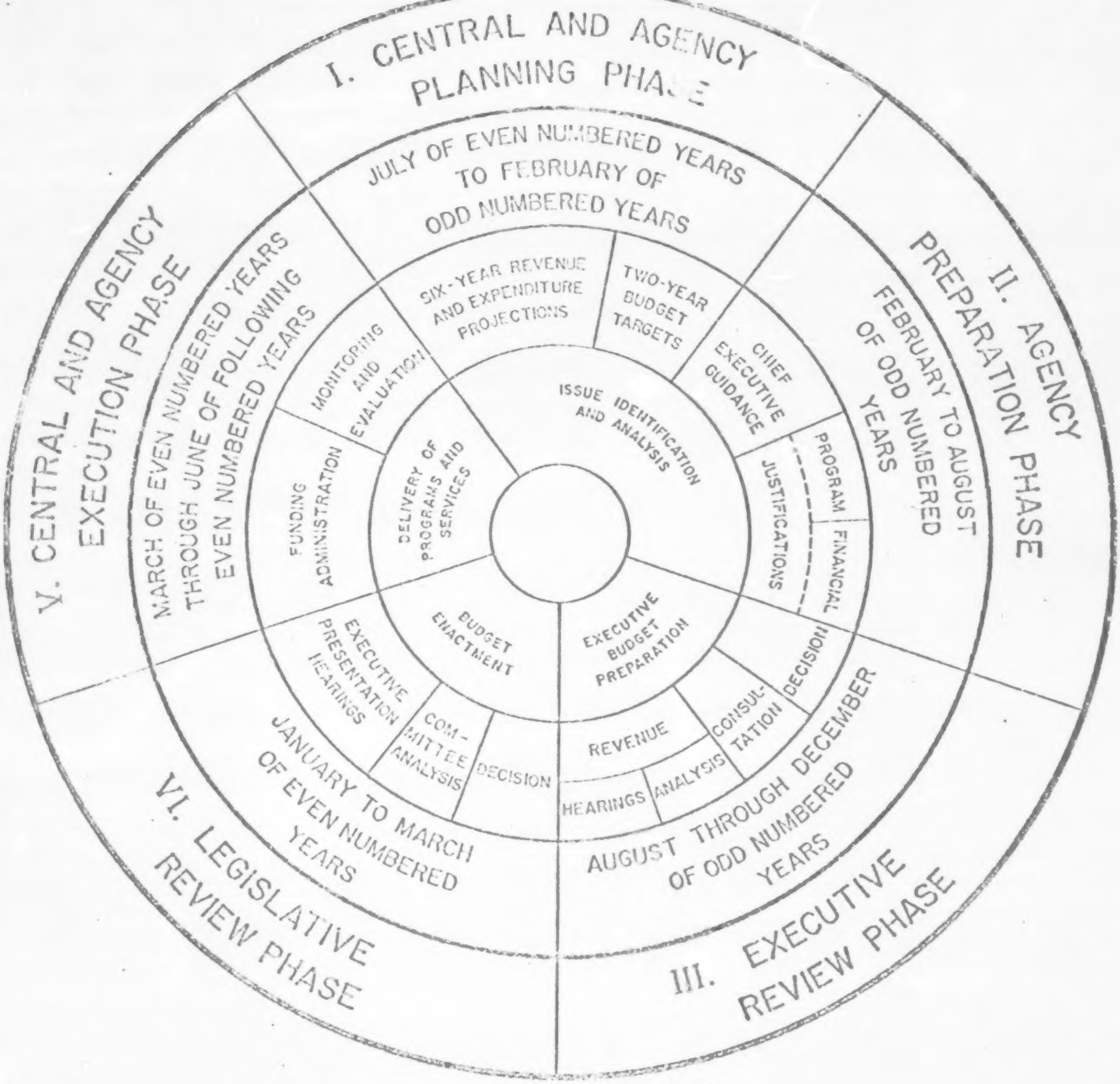
The Chief Planner does hope that this practicum merits consideration for the ERIC system. This would give other states an opportunity to initiate this Process.

## VIII. INSTITUTIONALIZATION OF PRACTICUM

The Issue Identification and Analysis Process was accepted moderately by the educational agencies and institutions and needs to provide for more agency and institutional participation during the identification and analysis phases. As for the continuation of the Process, it is now a required part of the biennium budget cycle. It begins July of even numbered years and end August of odd numbered years (see Biennium Budget Cycle on next page).

## IX. RESOURCES REQUIRED

The practicum required two professional staff members; one fulltime for 15 months at a cost of $15,522; and one fulltime for 12 months at a cost of $10,032. Additionally, a stenographer C was required full time for 21 months at a cost of $13,650, and one Chief Planner for 21 months at a cost of $27,833.


I. CENTRAL AND AGENCY PLANNING PHASE
JULY OF EVEN NUMBERED YEARS TO FEBRUARY OF ODD NUMBERED YEARS
II. AGENCY PREPARATION PHASE
FEBRUARY TO AUGUST OF ODD NUMBERED YEARS
III. EXECUTIVE REVIEW PHASE
AUGUST THROUGH DECEMBER OF ODD NUMBERED YEARS
VI. LEGISLATIVE REVIEW PHASE
JANUARY TO MARCH OF EVEN NUMBERED YEARS
V. CENTRAL AND AGENCY EXECUTION PHASE
MARCH OF EVEN NUMBERED YEARS THROUGH JUNE OF FOLLOWING EVEN NUMBERED YEARS
SIX-YEAR REVENUE AND EXPENDITURE PROJECTIONS
TWO-YEAR BUDGET TARGETS
CHIEF EXECUTIVE GUIDANCE
PROGRAM
FINANCIAL
JUSTIFICATIONS
DECISION
CONSUL-TATION
ANALYSIS
REVENUE
HEARINGS
DECISION
COM-MITTEE ANALYSIS
EXECUTIVE PRESENTATION HEARINGS
FUNDING ADMINISTRATION
MONITORING AND EVALUATION
ISSUE IDENTIFICATION AND ANALYSIS
EXECUTIVE BUDGET PREPARATION
BUDGET ENACTMENT
DELIVERY OF PROGRAMS AND SERVICES

BIENNIUM BUDGET CYCLE

FIGURE I

| Personnel Cost |
|---|
| $ 15,522 |
| 10,032 |
| 13,650 |
| 27,833 |
| $ 67,037 |

| Support Service | |
|---|---|
| Xerox | $ 750 |
| Mailing | 150 |
| Telephone | 225 |
| | $1125 |

| Total Cost of Practicum | |
|---|---|
| Personnel Cost | $ 67,037 |
| Support Service | 1,125 |
| | $ 68,162 |

The practicum could have been completed at less cost if lower classified professionals could have been used.

# SUMMARY AND CONCLUSION

The initiation of this practicum began twenty-one months ago with the idea of systematically addressing major educational issues of policy as a part of the budget process. The practicum was developed to assist the Governor and Secretary of Education in devising policies and programs to better respond to the educational needs of the citizens of Virginia, to aid in the allocation of resources through the budget process, and to promote the effective and efficient operation of the State's educational programs.

To successfully achieve the above ends, the Chief Planner and his staff reviewed 323 educational issues and screened 67 significant issues for further definition by educational agencies and institutions. Moreover, out of the 67 significant issues which were defined, sixteen were approved for further analysis by the Governor. This identification of significant issues provided the Governor and Secretary of Education with an opportunity to focus their attention on those educational needs which were of major concern to the Commonwealth.

The Analysis Phase of this practicum provided the Governor and Secretary of Education with an in-depth analysis of the 70/30 or fixed-ratio State Plan. It also provided them with an opportunity to make recommended changes in the way senior institutions were being funded and to make this known to the General Assembly, especially as it relates to what should be included in the 30% portion.

The Resolution Phase of this practicum demonstrated how the Governor and Secretary of Education addressed significant educational issues for the purpose of meeting the needs of citizens and educational agencies.

It can be reported that 100% of the agencies assigned to the Secretary of Education participated in the initial part of the Identification Phase of this practicum. However, one of the critical conclusions reached from the implementation of this practicum is that agencies and institutions want and need to be more involved throughout the entire practicum. Moreover, as a result of an analysis of the 70/30 State Plan, an estimated $51,871,751 in general funds was recommended in the 1978-80 Biennium Budget to continue implementation of 70/30 State Plan. The Analysis did not reach a conclusion as to what fees should be included in the 30% portion of the State Plan, and the Governor decided that a policy in this area should be worked out between the Appropriations Committee and the Presidents of the institutions of higher education.

The Resolution Phase of the practicum enabled the legislative establishment of the Virginia Education Loan Authority which expects to provide on August 1, 1978, 5000 loans to students seeking financial aid. Also, legislatively, the boards of visitors of the two schools for the deaf and the blind were merged and conclusions on six of seven parts of the Bill (HB 977) were reached through pre-planning between the two boards prior to merger on July 1, 1978. Additionally, the Forms Management Program produced a 15.3% reduction in the number of forms and a 18.1% reduction in the cost of forms. This program was not as successful as it could have been due to resistance on the part of many of the institutions of higher education. The new Governor has not seen fit to continue this program, even though he is aware of the effort in this area; thus, this program is in doubt as to its continuation for 1978-79 fiscal year. Last, but not least, a plan was developed for the identification and diagnosis of children who are handicapped with associated cost, inter-agency plans, and interagency agreements. The plan was accepted by all agencies which provide services to handicapped children. This plan will be Virginia's way of providing related services to handicapped children which is required in P.L. 94-142. It will take effect July 1, 1978, under the guidance of the Secretary of Human Resources and the Secretary of Education.

It should be noted that this practicum did produce some side effects. One of the most significant side effects dealt with the 56 capital outlay issues which were identified during the Identification Phase. From the 56 capital outlay issues the Governor and Secretary of Education chose some to be part of a Bill introduced by the Governor authorizing the issurance of Commonwealth of Virginia

Educational Institutions Bonds in an amount not exceeding eighty-six million four hundred seventy-five thousand dollars ($86,475,000) for the purpose of providing funds for constructing and equipping capital projects for educational institutions of the Commonwealth. The Bill (SB 937) passed the General Assembly and was approved by the voters on Tuesday, November 8, 1977. See appendix F on page 309 for material related to the Bill. Other side effects of this practicum were recommended salary increases for State employees, no reversion of funds for 1978-79, and raising the Tuition Assistance Grant and Loan Program from $400 to $500 by the Governor and Secretary of Education. All the aforementioned were issues raised by the educational agencies and institutions of higher education and were included in the Appropriations Act and passed by the General Assembly for the 1978-80 Biennium.

Finally, the educational agencies and institutions of higher education evaluations clearly indicated that this practicum should continue and that to some extent it was a necessity. However, just as clearly, there was an indication that educational agencies and institutions want more involvement when the practicum begins in 1979. To accommodate educational agencies and institution of higher education concerns, the Chief Planner will meet with agencies and institutions prior to 1979.

# APPENDICES

## A. Memoranda and Documents Related to the Identification Phase

COMMONWEALTH of VIRGINIA
*Office of the Governor*
*Richmond 23219*

Dr. Robert R. Ramsey, Jr.
Secretary of Education

August 16, 1976

MEMORANDUM

TO: Heads of Agencies and Institutions Assigned to the Office of Education

FROM: Robert R. Ramsey, Jr.

SUBJECT: Significant Issue Identification: Initial Listing

The Executive Department of State government is initiating a new procedure for identification and analysis of significant statewide issues (Executive Order Number Forty-Three). This process is designed to assist the Governor in formulation of major policy decisions and allocation of State resources.

The attached background materials, prepared by the Department of Planning and Budget staff, describe the intent and the overall approach to this effort. The initial task is the preparation of a comprehensive list of significant issues confronting your agency. I would, therefore, appreciate it if you would prepare a list of significant issues that relate to the operation of your agency's programs and services for the 1978-80 biennium.

The date for submission of this list is September 15, 1976. Please contact Mr. James E. Price in my office (Scats 786-3586) if you have any question regarding this matter.

Thank you.

RRRJr:peb
Attachments
cc: Mr. Maurice B. Rowe
Mr. John R. McCutcheon
✓Mr. James E. Price

COMMONWEALTH of VIRGINIA
*Office of the Governor*
*Richmond 23219*

Mills E. Godwin, Jr.
Governor

## EXECUTIVE ORDER NUMBER FORTY-THREE (76)

### ISSUE IDENTIFICATION AND ANALYSIS

Pursuant to the authority vested in me by the provision of Chapter 27, Title 2. 1, Code of Virginia, and subject always to my continuing, ultimate responsibility and authority to act in such matters, I hereby issue a policy to identify and analyze issues and to prepare policy issue papers in the Executive Department of the Commonwealth.

The process is designed to:

1. Focus attention on significant issues;
2. Enhance the ability of the Governor to initiate State policy, as well as respond to policy proposals;
3. Provide central direction in formulation of the State's budget;
4. Enable the Secretaries to exercise appropriate policy management for agencies under their jurisdiction;
5. Allow analysis of issues that cross Secretarial lines;
6. Result in better allocation of resources;
7. Provide for periodic review of existing programs.

All State agencies and departments are directed to participate through their respective Secretary.

The Secretary of Administration and Finance, as Deputy Budget Officer, is authorized to issue detailed procedures necessary for the implementation of this Order.

Given under my hand and the Seal of the Commonwealth of Virginia this tenth day of August, 1976.

Governor

Attest:

Patricia R. Perkinson
Secretary of the Commonwealth

Agency or Institution______________________________ Issue Accepted ____Yes ____ No

Statement of Issue:

Population Significance:

Issue Category:

Program Budget

Subfunction:

Program:

Secretarial Areas:

Criteria:

1. Is the issue clearly stated/defined?

2. Can the issue be resolved by State government?

3. Is the issue presently being addressed by State government or the courts?

4. Does the issue need the involvement of the Governor?

5. Can the issue be analyzed within the three months period alloted for analysis?

6. Is the issue one that has a need for urgency?

7. Does the issue have budgetary implications?

8. Does the issue affect a sizable population?

9. Is the issue ongoing?

10. Does the issue have broad implications for more than one agency, institution, or program?

11. Is the issue a Federal mandate that affects the operation of an agency?

12. How many agencies or institutions stated this issue? How many other agencies are affected?

Rationale for Acceptability/Unacceptability

## Office of Education

| Number of Issues Received | Name of Agency | Issues Returned |
|---|---|---|
| 32 | State Department of Education | 6,11,12,16,20,22 |
| 4 | Department of Community Colleges | III |
| 26 | State Council of Higher Education | II-A-1,II-B-2<br>III-B-2,III-B-3<br>III-B-9,III-B-11<br>III-B-12 |
| 1 | State Education Assistance Authority | Presently working on issue |
| 1 | Science Museum of Virginia | Hinges on Capital Outlay |
| 5 | Virginia Museum of Fine Arts | Statewide Activities (Identification of Alternatives) |
| 2 | Virginia State Library | Completed Issue<br>Memo Format |
| 44 | Virginia School at Hampton | 22,23 |
| 6 | Virginia School for the Deaf & Blind | 3 |
| 2 | Virginia Truck & Ornamental Research Station | Completed Issue<br>Memo Format |
| 18 | Clinch Valley College | Completed Issue<br>Memo Format |
| 10 | Christopher Newport College | 1,4 |
| 12 | George Mason University | 3,7,8,12 |
| 4 | Longwood College | Program II |
| 6 | Madison College | 5(page 2, paragraph 2) |
| 7 | Mary Washington College | 1,2,3,6,7 |
| 41 | Norfolk State College | Page 2 # 1, Page 4 #3<br>Page 5# 2, Page 6# 3 |
| 4 | Old Dominion University | 2A,2E |

| | | |
|---|---|---|
| 4 | Radford College | 2,4 |
| 11 | The College of William & Mary | 1-b,2,3,4,9,11 |
| 11 | The University of Virginia | 1,3,4,5,9,10 |
| 44 | Virginia Commonwealth University | 3,4,5,27,28,30 |
| 3 | Virginia Military Institute | Completed Issue Memo Format |
| 10 | Virginia Polytechnic Institute & State University | II-2,II-3,II-6,II-8 |
| 12 | Virginia State College | VIII, IX, XI |
| 0 | Virginia Commission of the Arts & Humanities | Exempt |
| 3 | Richard Bland College | Presently being addressed |
| 323 | TOTALS | 67 |

COMMONWEALTH of VIRGINIA
*Office of the Governor*
*Richmond 23219*

Dr. Robert R. Ramsey, Jr.
Secretary of Education

O-c-tober 15 ----

MEMORANDUM

TO:

FROM: Robert R. Ramsey, Jr., Secretary of Education

SUBJECT: Issue Identification and Analysis - Initial Issues Needing Further Definition (STEP THREE)

The Office of Education has completed STEP TWO of the Issue Identification Analysis mandated by Executive Order Number 43. Consistent with STEP THREE of the procedure established for issue analysis (copy enclosed), we would appreciate receiving from you by November 15, 1976, further definition of the following issues which you identified in your initial listing:

III-A-1,II-B-2,III-B-2,III-B-3,III-B-9,III-B-11,III-B-12

In the further definition of the above issues, please follow the suggested issue memo format.

In selecting issues for your further definition, we have tried to be sensitive to the workload imposed on you by this undertaking. Therefore, some issues from your initial listing may have been referred for further definition to other institutions that also submitted them. Should you desire, however, we would be pleased to receive from you issue memos on other items in your initial list which you wish to clarify further. (At this particular time we are not seeking further definition on matters relating to specific capital outlay projects, though these issues will receive attention in due course.)

Please note that the materials utilized in STEP THREE of the Issue Analysis Procedure are considered to be in-house working memoranda of the Governor's Office, and therefore are not for public release.

If you should have any questions about this phase of the Issue Procedure, I hope you will not hesitate to contact me (786-1151) or James Price (786-3585) in this Office.

Thank you for your continued cooperation and assistance.

RRR/pm

Enclosure

# ISSUE MEMO FORMAT

Secretarial Area(s) ______________________________

Agency(ies) ______________________________

Program ______________________________

I. Issue: A brief statement of the issue.

II. Definition of the Problem: Include in the definition the following items of information where applicable:

1. A definition of the need, opportunity or problem and possible causes.
2. A review of existing state policy (specify statute or executive declaration) in terms of target groups, service levels and administrative approaches utilized.
3. Future anticipated developments affecting the future direction of related programs, including population, economic, social and similar changes.
4. The social impact on groups affected by the issue.
5. The fiscal impact of the issue, both existing and potential.
6. The roles of agencies, public and private, in relation to the issue of problem.

III. Identification of Alternatives: Set forth the alternative actions which the state might take in responding to the problem. Alternatives might be formulated based on one or several of the following approaches.

1. Alternative objectives, different effects to be achieved by government expenditure.

2. Alternative ways to achieve objectives, different outputs of government programs to achieve the same effects.
3. Alternative ways to carry out a program, different means of producing the same output.
4. Alternatives over time, different time spans for achieving objectives.
5. Alternatives among programs, alternatives of trade-offs among programs which have similar objectives.
6. Alternative methods of financing.

## SIGNIFICANT ISSUE IDENTIFICATION AND ANALYSIS

Higher Education Issues that can be Addressed Internally

* Issue has been paraphrased

| ISSUE CATEGORY | ISSUE | INSTITUTION & ISSUE NO. | POSSIBLE AGENCIES FOR RESOLUTION OF |
|---|---|---|---|
| Academic Support Services for Faculty Productivity | *Academic Support to Improve Faculty Productivity<br>A long-run objective is to improve educational productivity and program efficiency without impairing the quality of instructional programs. This can be accomplished by developing and expanding academic support capabilities such as computing services, audio-visual services and school/department technological support services. | | Planning and Budget |
| Access to Higher Education/Enrollment Limitations | *Who is to be permitted to have access to higher education? In the four year institution the problem is not open admissions, but coping with the academic inadequacies of increasing numbers of students who qualify for admission. | | State Council of Higher Education fo Virginia |
| | The problems of the urban region are more complex than any one institution can meet alone. However, through cooperation, institutions can make progress on problems and enable all citizens to benefit from their efforts. With many different institutions of education attempting to serve citizens, some are too well provided for while others are neglected. The urban university has a leadership role to work through a consortium of educational institutions to provide access appropriate to each citizen. Old Dominion University is particularly committed to cooperation with Norfolk State College in providing access to higher education. | | State Council of Higher Education fo Virginia |
| | Students who begin their programs of study in community colleges sometimes have difficulties in transferring to senior institutions. The urban university has a responsibility of articulation with community colleges so that students can continue their education with minimum difficulties. | | Department of Community Colleges |

## SIGNIFICANT ISSUE IDENTIFICATION AND ANALYSIS
### Higher Education Issues that can be Addressed Internally

| ISSUE CATEGORY | ISSUE | INSTITUTION & ISSUE NO. | POSSIBLE AGENCIES FOR RESOLUTION OF |
|---|---|---|---|
| nt'd | *It is understood that there should be some control over the growth of any institution or agency of government. A limit of 1% growth over the projected enrollment however, if rigidly applied, will make it impossible for urban institutions to respond to the educational needs of transitory, part-time students. | | State Council of Higher Education for Virginia<br>Planning and Budget |
| | *Enrollment limitations should be reevaluated with regard to the increasing numbers of qualified students seeking admission but who are unable to gain acceptance. Similarly, existing policies which severely penalize public colleges and universities for exceeding enrollment projections for a specific period should be reevaluated. Institutions in appropriate circumstances should be permitted to utilize special revenues generated from tuition, fees, and other sources where it is determined that to do so is in the best interest of the Commonwealth. | | State Council of Higher Education fo<br>Virginia<br>Planning and Budget |
| | Devise more effective strategies for governance of Norfolk State College as an institution of higher education. Plans need to be initiated to counter the efforts of governing agencies to impair and restrict the quality of the institution's programs by financial stringencies and limited enrollment that characterize the "status quo" phenomenon in higher education. | | State Council of Higher Education fo<br>Virginia<br>Planning and Budget |
| | On a longer term basis, I believe that there will be continued pressure on institutions for enrollment growth. The Governor and the Administration will be faced with increased requirements from institutions of higher education to fund the enrollment demands of the various institutions. The problems associated with financing increasing public services, including education, continue to be very serious in terms of funding. | | State Council of Higher Education fo<br>Virginia<br>Planning and Budget |

## SIGNIFICANT ISSUE IDENTIFICATION AND ANALYSIS

### Higher Education Issues that can be Addressed Internally

| ISSUE CATEGORY | ISSUE | INSTITUTION & ISSUE NO. | POSSIBLE AGENCIES FOR RESOLUTION OF |
|---|---|---|---|
| Accountability | And, finally, those of us at the institutional level should make a concerted effort to articulate our role and our responsibility to the Legislators and to the public as to what we are doing and how we are going about our responsibility. | | Secretary of Education<br>State Council of Higher Education fo<br>Virginia |
| Advocate for Higher Education | *Who will speak for higher education in Virginia? Should it be the Secretary of Education, the State Council for Higher Education or its staff, the Council of Visitors, the Council of Presidents, all of these, or some other person or body? | | State Council of Higher Education for Virginia<br>Secretary of Education<br>Council of Visitors<br>Council of Presidents<br>Department of Community Colleges |
| Computer Resources | The College is faced with major financial problems in regard to the operation of its Computer Center, both as a Regional Center and for William and Mary's purposes, if the College is to fulfill its educational mission and if it is to meet the administrative demands of automated data processing that are imposed to an ever-increasing degree. All this is within the context of continuing uncertainty regarding state-wide planning and programs related to automated data processing. | | MIS Director |
| | Advocate improved computer usage throughout the State. The lack of sharing statewide computer software creates costly duplication in the development of computer program in supporting management information systems. The computer hardware acquired or enhancements made to it must be projected for on the basis of the current state-of-the-art for academic and administrative program functions, in addition to the State's ADP plan. | | MIS Director |
| | Train clerical and supervisory personnel in computer supported information systems. Given the characteristics of an institution of higher education, it is realistic to | | MIS Director |

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| ont'd | anticipate that many facets of organizational structure and job content will be affected by the increased dependency on computer supported information systems. | | |
| | The inability to meet both the administrative and the academic requirements for automated data processing, because of inadequate resources and because of confusio and uncertainty about State policies. | | MIS Director |
| | Acquisition of adequate computer resources is essential for Mary Washington College to meet its administrative and instructional needs in the most efficient and economical manner. The College can no longer generate required State data and reports and properly meet its own administrative and instructional responsibilities without computer resources. Financial support is required to implement a College computer plan. | | MIS Director |
| onsultant Services | There are special problems of the cities as there are special problems of rural areas. As the land-grant colleges and universities have met the research and service functions of the rural areas, so the urban universities have a mission to the urban areas. Governmental agencies, private businesses, and human service organizations seek experts to explain the problems they encounter and to recommend solutions which they ca apply. The urban university ought to provide the consultants and the methods to assist these various organizations. Critical to this are the resources necessary to attract and retain specialized faculty. | | |
| | Many community groups seek to improve the quality of life, but they often lack the knowledge and the leadership necessary to accomplish their purposes. The urban university should provide these resources, thereby | | |

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| Cont'd | assisting community groups in their efforts to improve government, education, law enforcement, and social services. | | |
| Continuing Education | Provide expanded adult and continuing education programs. Problems associated with the change in relative size of age groups need attention. (For example, it is estimated that the national median age will change from 28.6 to 34.8 by 1980, and that 50 percent of the population will be 65 and older by 2000.) Norfolk State College's long history of success in continuing education and community service provides it with the expertise needed to plan and implement innovations that will meet future demands for citizens of all ages. | | State Council of Higher Education<br>Virginia |
| | There is a special problem in urban areas of delivering education to those who feel the need of it, for those needs are not limited to the typical young adults traditionally served by higher education institutions. Innovative and realistic funding measures for non-traditional education must be developed if these essential needs are to be met. Many citizens who have succeeded in a business or profession seek to enrich their lives through a more thorough understanding of human life as it is given through studies of the liberal arts and sciences. The urban institution needs to provide opportunities for these citizens to pursue these fields. | | State Council of Higher Education<br>Virginia |
| | Many professions change so rapidly that constant renewal of studies is required if one is to remain proficient Courses and programs to increase proficiency of practicing professionals is a major responsibility which should be met by an urban university. The university should be the training arm of the professions. | | State Council of Higher Education<br>Virginia |

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| Cont'd | New laws require further training of employees, forepersons, managers, and professionals. Special training programs to meet these needs are the responsibility of an urban university. | | State Council of Higher Education<br>Virginia |
| | *Assuming administrative responsibility over Title I programs in view of possible congressional legislation requiring that the administrative control rest with a State agency. | | |
| Course/Curriculum/Program Additions | In relation to the expanding enrollment, there will be a necessity to continually examine programs to determine their effectiveness and appropriateness in terms of what society will need from the college graduates. This will require not only additional funding but also it will require the institutions to have the authority for flexibility in the use of resources, in order to respond efficiently and effectively to changing program requirements. | | State Council of Higher Education<br>Virginia<br>Planning and Budget |
| | Intensify efforts to provide educational programs and systems that help each individual with due respect for characteristics and previous conditions, to develop and release the total potential he possesses. Norfolk State College has the responsibility to provide alternative programs and experiences for students who have unique needs or abilities in the areas of communication skills, analytical skills, and humanistic skills. | | State Council of Higher Education<br>Virginia<br>Planning and Budget |
| | Strengthen programs for citizenship education. For the existence of a democratic type government, there is a need for a citizenry capable of meeting the problems which arise in a complex world. Technological advances cause greater involvement, often simultaneous involvement as communications gird the globe. No society can afford to neglect any part of its population. | | State Council of Higher Education<br>Virginia<br>Planning and Budget |

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| Cont'd | Endorse and promote the concept of cultural pluralism. One of the great values of American society is the diverse nature of the cultural groups represented. Norfolk State College is in a unique position to continue to develop programs which attract and educate persons from many cultures and to exercise a leadership role in assisting the general public in understanding the values of cultural pluralism. | | State Council of Higher Education<br>Virginia<br>Planning and Budget |
| | Continue to develop graduate programs that meet expressed needs of citizens of Tidewater and Virginia. To meet the demands of numerous agencies and individuals, there is a need for Norfolk State College to intensify its efforts to offer graduate programs in education, industrial/technology, business, humanities and the sciences. | | State Council of Higher Education<br>Virginia<br>Planning and Budget |
| | Expand counseling services and curricula offerings to meet new needs presented by new student demands. Continued technological changes will induce more and more students to upgrade skills and change career patterns with the job market. | | State Council of Higher Education<br>Virginia<br>Planning and Budget |
| | Expand college programs and services to attract more diversified student population. There is a special need to recruit and retain more highly-motivated talented, and intellectually gifted students. Further, there is a special need to comply with the HEW mandate regarding desegregation in higher education. | | State Council of Higher Education<br>Virginia<br>Planning and Budget |
| | Water and air pollution, beach erosion, and maximum utilization of land resources are examples of the major problems in the physical environment of the region. While many agencies address these problems, the total resources of a university brought to bear on the inter- | | State Council of Higher Education<br>Virginia<br>Planning and Budget |

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| Cont'd | related problems in a comprehensive program of education are necessary to the solution or alleviation of these problems. | | |
| | Cities cry for more services and more sophisticated planning and programs of administration when there is a shortage of well-trained administrators and a limited knowledge of technologies available to meet human needs. The professional schools of an urban university must respond to these needs with both graduate and undergraduate programs of education in administration and technologies. | | State Council of Higher Education fo<br>Virginia<br>Planning and Budget |
| | For large numbers of citizens in cities, the fine and performing arts are a measure of the quality of urban life. The region lacks any coordinating leadership and central resource for these cultural programs. It also needs a resource for improving the quality of these programs. The university has a responsibility to meet this strongly felt need in citizens through leadership in the fine and performing arts. | | State Council of Higher Education f<br>Virginia<br>Planning and Budget |
| | Should Richard Bland College become a four-year institution? | | State Council of Higher Education f<br>Virginia<br>Planning and Budget |
| | Should Richard Bland College develop unique programs to expand its role in the system of higher education in Virginia? | | State Council of Higher Education f<br>Virginia<br>Planning and Budget |
| | A question arises for financial support of new educational programs considered desirable by the State but left unfunded. | | State Council of Higher Education f<br>Virginia<br>Planning and Budget |
| | *The need for the development of a College of Veterinary Medicine in Virginia has been documented. Both Virginia and the nation have an acute shortage of Veterinarians. | | State Council of Higher Education<br>Virginia<br>Planning and Budget |

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| Cont'd | *The unparalleled expansion of scientific knowledge has placed new responsibilities on classroom teachers and has brought about a changed emphasis on elementary, secondary, and college science programs. Carefully planned and executed research programs must provide the necessary basis for further improvement in science education. | | State Council of Higher Education f<br>Virginia<br>Planning and Budget |
| | *Advanced graduate instruction should be provided by Virginia State College to the southside Virginia area since that area cannot be economically and conveniently served by other institutions due to its distance from the "urban corridor." Additional master's programs where there is a sufficient demand, i.e, Master of Business Administration, Master of Health Education, and Master of Art Education. | | State Council of Higher Education f<br>Virginia<br>Planning and Budget |
| | *Advanced Certificate Programs: 30 hours above the master's degree in at least six (6) areas, viz. Educational Administration, Educational Media, Elementary Education, Guidance, Industrial Education and Early Childhood Education (other areas may be added to or substituted for above.) | | State Council of Higher Education f<br>Virginia<br>Planning and Budget |
| | *Joint doctoral programs planned and offered in cooperation with Virginia Commonwealth University, Virginia Polytechnic Institute and State University and the University of Virginia (with whom initial planning was done several years ago--an effort funded by the Southern Education Foundation through a small grant.) | | State Council of Higher Education f<br>Virginia<br>Planning and Budget |
| | There should be an equitable formula for determining faculty load which would take into account the variety of tasks, in addition to teaching and research, expected of the faculty member. | | State Council of Higher Education f<br>Virginia<br>Planning and Budget |

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| Cont'd | The need to initiate new and to improve existing educational programs in order to be responsive to evolving educational needs; to continue the momentum of academic creativity and innovation; to make the College educational offerings as effective as possible; and to use our physical plant as effectively as possible, requires substantially increased financial resources in several areas. For example, we are planning: (a) a new doctoral program in Psychology, with emphasis on interdisciplinary approaches and sharing of resources in three educational institutions; (b) expanded offerings in special programs, continuing and adult education at VARC, at William and Mary, and in the summer sessions, especially through the faculty of the School of Education, in order to provide better educational services to the citizens of Tidewater; (c) initiation and expansion of common content and interdisciplinary programs and courses of great importance to the College's faculty and students. | | State Council of Higher Education fo Virginia<br>Planning and Budget |
| Desegregation in Higher Education | Expand college programs and services to attract more diversified student population. There is a special need to recruit and retain more highly-motivated talented, and intellectually gifted students. Further, there is a special need to comply with the HEW mandate regarding desegregation in higher education. | | State Council of Higher Education fo Virginia<br>Secretary of Education |
| | Promote programs to counteract affirmative action pressures exerted by other institutions on Norfolk State College faculty. There is a need for incentive pay in order to recruit and retain qualified faculty to deal with the particular needs of student clientele in the face of competition from other institutions facing affirmative action pressures. In addition, there is the need for an incentive educational program for the children and spouse of faculty. | | State Council of Higher Education fo Virginia |

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| Cont'd | *The Commonwealth of Virginia must no longer avoid the issue of integration in the institutions of higher learning. | | State Council of Higher Education<br>Virginia |
| Education of Teachers & Administrators | Modern metropolitan schools have special problems not satisfactorily solved by traditional measures. Special methods for teaching pupils and administering programs and institutions need to be taught to educators. Preparing urban educators for effective service is a major contribution which must be made by an urban university. | | State Department of Education<br>Local Educational Agency |
| | *In keeping with Standard 6 of the Standards of Quality, how will this Fifth Year Internship for Teachers be implemented? | | State Council of Higher Education<br>Virginia<br>State Department of Education |
| Energy Conservation | Establishment of State-wide guidelines for energy conservation. | | Planning and Budget<br>Energy Office |
| | Develop and improve climate control system for energy conservation. There is a special need for a computerized system to regulate environmental conditions in buildings on campus in order to effect cost avoidance. | | Planning and Budget<br>Energy Office |
| | Recent technical innovation and study across the country provide means of effecting major savings in energy consumption. Savings of 50% are relatively commonplace. The present State system of isolating capital and operating costs provides little incentive for an agency to strive for those savings. Any reduction in energy costs now, simply results in a lower appropriation the next biennium. In many of the new approaches considerable capital investment is required to effect the savings although the savings in many cases would pay for the investment in two to three years. A fiscal system where annual savings could be used to offset capital investment would provide the fiscal incentive needed. | | Planning and Budget<br>Energy Office<br>Engineering and Buildings |

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| inancial Aid to Higher Education Institutions | The achievement of full formula budgetary support. | | Planning and Budget<br>State Council of Higher Education for<br>Virginia |
| | *The possibility of capitation funds for the health sciences being eliminated or reduced by the Federal government. | | Planning and Budget<br>State Council of Higher Education for<br>Virginia |
| | Since 1972, the federal government's major support for higher education has been through providing aid to students rather than to institutions. Should the remaining institutional programs (principally those supporting continuing education, equipment grants, libraries, language and area studies centers, and land-grant institutions) not receive funding, the State must decide if it will increase its support to institutions in order to compensate for the loss of federal funds. | | Planning and Budget<br>State Council of Higher Education for<br>Virginia |
| | *State officials should give thought to whether a Federal revenue-sharing program should include all of the higher education categorical programs except those providing student assistance or whether some or all of the student aid programs should also be combined. | | Planning and Budget<br>State Council of Higher Education for<br>Virginia |
| | Enrollment in Virginia's state-supported colleges and universities continues to grow. The operating budget requirements of the institutions can be expected to increase, not only to accommodate this enrollment growth, but to meet inflationary pressures in areas such as personal services and other goods and services. | | Planning and Budget<br>State Council of Higher Education fo<br>Virginia |
| | *Clinical facilities are beginning to charge educational institutions, states, and students for the utilization of facilities in various areas of the county. Virginia can anticipate an increase for such support brought about by third party payers' refusal to pay for clinical education. | | Planning and Budget<br>State Council of Higher Education fo<br>Virginia |

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| Cont'd | An issue in student housing relates to the inability of this University to subsidize student housing to the extent that dormitories are free of debt. Many universities in the State have either dormitories that were previously funded by appropriation or dormitories on which the bond indebtedness has been paid off. To the extent either is true, there is a major subsidy of the remainder of the dormitories at that school. A young school like VCU with indebtedness on each and every dormitory lives with an impoverished housing system that makes it very difficult to compete for students. | | Planning and Budget<br>State Council of Higher Education f<br>Virginia<br>Engineering and Buildings |
| Hospitals, Medical Education and Health Services | Continue global commitment to the amelioration of health and health-related problems with special reference to minorities and other groups. Presently Norfolk State College is in the process of studying the health needs of minorities for effective delivery and utilization of preventive and therapeutic health care services in medical technology, corrective therapy, school-community health education, mental health, and nutrition. | | State Council of Higher Education for Virginia<br>Planning and Budget |
| | Provide adequate student health services. Presently, Norfolk State College has the services of a part-time physician and two full-time nurses with a working area of roughly 40 square feet to service 7,000 students. | | State Council of Higher Education for Virginia<br>Planning and Budget |
| | *The State should undertake some action to guarantee that the Council of Higher Education and the institutions of higher education continue to play major roles in health education decisions. | | Planning and Budget<br>Secretary of Education |
| | Clinical facilities are beginning to charge educational institutions, states, and students for the utilization of facilities in various areas of the country. Virginia can anticipate an increase for such support brought about by third party payers' refusal to pay for clinical education. | | Planning and Budget<br>Secretary of Education |

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| ont'd | Preliminary information supplied by the Council's health manpower studies indicates sufficient numbers of physicians. However, given the continuing geographic maldistribution of manpower and our awareness that this can be at least partially corrected by the presence of quality residency programs in remote sites, consideration needs to be given to providing financial support for certain residency programs. | | Planning and Budget<br>Secretary of Education |
| | *State and Federal Limitations on Medical Service Cost Reimbursements. Recent federal regulations limit the amounts available to the hospital for the cost of routine services due to the location of the University of Virginia Hospital in a non-metropolitan area. | | |
| | Medical malpractice insurance is an extremely critical set of issues which are Nationwide in importance. The Virginia condition is one about which a State University with a large medical staff must have grave concern. | | State Council of Higher Education for Virginia<br>Planning and Budget<br>General Assembly |
| | Since the capacity of the Commonwealth teaching hospitals is limited with respect to facilities and patients to support their educational programs (internships and and residencies), the Commonwealth should support affiliation agreements with other public and private hospitals. For example: Due to the number and diversity of VCU/MCV based educational programs, MCVH is not able to support via sufficient facilities and number of patients some of MCV's educational programs. Community hospitals which are interested in these educational programs, and would like to develop educational affiliation are discouraged from doing so for lack of financial resources to support such programs--they are not reimbursed from major third party payers for the cost of educational programs. | | State Council of Higher Education for Virginia<br>Planning & Budget<br>General Assembly |

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| House Bill 547 (Student Fees) | This bill, if passed in its present form, would cripple, if not destroy, co-curricular activities and programs at Virginia's colleges and universities. If this should happen, we will take a tragic step backwards in our efforts to educate the whole person, and depreciate the quality of the learning environment on our campuses. This bill will be a significant issue in 1976-80. | | Planning and Budget<br>State Council of Higher Education for Virginia<br>Secretary of Education |
| Institutional Research | Increase funds for support of faculty and student research. As an urban college, Norfolk State College has a responsibility to study and propose solutions to urban problems: housing, unemployment, effective use of leisure time, and improved standards of living. The College also has the responsibility to generate research which adds to the knowledge of the general public about human problems in general such as those related to psychological testing and health testing and experimentation. | | State Council of Higher Education for Virginia<br>Planning and Budget |
| | Expand the program of institutional research. To be included in a program of institutional research are problems such as the impact of college on student values, measuring and improving teaching effectiveness, and identifying environmental stress patterns. | | State Council of Higher Education for Virginia<br>Planning and Budget |
| | There are special problems of the cities as there are special problems of rural areas. As the land-grant colleges and universities have met the research and service functions of the rural areas, so the urban universities have a mission to the urban areas. There are problems of total environment, which include quality of air, land, and water, human health, pupil ecucation, efficiency of technology and administration, international relations, and cultural activities that are new to the twentieth century metropolitan areas. These problems defy traditional, simplistic solutions and | | State Council of Higher Education for Virginia<br>Planning and Budget |

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| ont'd | enforce rigorous research along innovative trails. The results of research should then be available to be applied in novel ways to make life in urban areas not only possible but also rewarding. The Commonwealth through its universities has a responsibility to meet these issues. | | |
| nternational Focus in Higher Education | Emphasize the international dimensions of higher education. Education as a vechicle of international involvement could provide a service and at the same time contribute to international understanding.<br>International trade, both importing and exporting, is an area of the economy which the Commonwealth must maintain and expand. International cooperation in education, commerce, and military preparedness has become a responsibility Virginia assumes in cooperation with the Federal Government. The Tidewater metropolitan area is a temporary home for hundreds of overseas visitors who seek the educational and cultural services of the university during their stay. A broad understanding of international issues and specialized professionals to provide leadership should be products of the educational program of an urban university situated in a major international port. | | |
| gal Counsel and Financial Aid | Recent Federal Court decisions involving Virginia institutions of higher education have awarded back pay and other financial benefits to claimants on the theory that these institutions have operating budgets which include funds other than State appropriations and that sovereign immunity does not apply to award of these other funds. Damages against the institutions of their officials could also abe awarded on this same basis. Court decisions have also concluded that defendants who lose in court must pay plantiff's costs and attorney's fees, even though the defendant ultimately prevail on appeal. State fiscal policy leaves a gap in this entire area. | | |

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| Cont'd | The increasing legalistic environment and the increased incidence of litigation require us to give major attention to the need for the employment of full-time legal counsel for the College with the attendant need for increased financial resources. | | |
| Minority Students in Higher Education | Recruit and retain minority students in higher education. Because minority students, particularly blacks, have met unusual discouraging learning situations, in what they perceive as hostile school environments where the majority of students and faculty are non-minority members. Norfolk State College provides a nourishing environment that motivates minority students to remain in college to the completion of their training, thereby lessening the attrition rate for blacks and increasing their numbers in the labor market. | | State Council of Higher Education for Virginia<br>Institutions of Higher Education<br>Secretary of Education |
| | Continue to provide college-level training for blacks and other minorities entering the labor force. Despite the belief that the college degree is diminishing in importance for job entry, it is still a major requirement for blacks and other minorities desirous of entering positions denied them because of the college degree requirement. | | State Council of Higher Education for Virginia<br>Institutions of Higher Education<br>Secretary of Education |
| | The 1977 Session of the General Assembly must deal with salary increases for State employees for the second year of the 1976-78 biennium. The salary matter involves not only increases, but also the size of the increase in relation to inflationary pressures in the past several years. As you know, inflation has eroded the purchasing power of the salaries of our faculty and classified personnel. The continued depletion of the real income of employees has serious consequences for them personally, and I hope that we can find the funds necessary to alleviate this problem. | | |

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| Cont'd | A primary issue for the 1977 Session of the General Assembly is the requirement to provide salary increases for State employees for the second year of the 1976-78 biennium. This requirement is particularly acute for faculty in Virginia's institutions of higher education. No funds were provided for salary increases to faculty for 1977-78. Should the legislature fail to take corrective action, the implications, both short-term and long-term, are significant not only for higher education but for the State as well.<br>The recommendations of the Commission on Governmental Reorganization will raise significant issues for all of State government. Two recommendations in particular could have significant impact on higher education. If boards of visitors and members of the State Council of Higher Education serve at the pleasure of the Governor, rather than for appointed terms it may be difficult to plan with continuity, and direct political interference in higher education could result.<br>Occasionally an educational institution in Virginia decides to close its doors, as has Sullins College and Stratford College. The question then arises as to where and how the vital records (particularly those of students, such as transcripts) of such institutions should be maintained. The responsibility in this matter should be determined.<br>The Council of Higher Education study of optometric education required to be reported in January, 1977, is likely to recommend an increase in the number of places contracted for by the Commonwealth of Virginia in existing schools and colleges of optometry. The optometrists will probably accept this alternative rather than pressing for the more expensive option of building | | |

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| Cont'd | and supporting a school in Virginia. This alternative would, however, also result in an increased financial commitment from the State.<br>Currently, there are approximately forty out-of-state institutions offering educational programs (courses) in Virginia. Over the past several years there has been a steady increase in the number of such institutions. Virginia institutions are concerned with the competition these out-of-state institutions pose and the quality of their programs. Educational consumers want assurances that the programs they take from out-of-state institutions are of high quality. These requirements must be viewed in the context of laws prohibiting the restraint of fair trade and must also consider the availability of educational opportunities for Virginians. | | |
| Personnel | House Bill # 640, which makes it possible for the employer to pay retirement benefits, raises again the important matter of Virginia's fringe benefits for its employees. Compared with many other states, Virginia's system has much room for improvement. Failure to give serious consideration to this important matter in the future will greatly enhance the movement toward unionization. | | Personnel Department<br>Planning and Budget |
| | The need to refine the State personnel system to provide for a cadre of non-teaching professionals (particularly at the intermediate management level) in higher education, distinct from both the classified staff and the teaching and research staff. | | Personnel Department |
| | *Advocate salary equalization policies for skilled mechanics and technicians. Competition from private industry and the local federal government agencies for skilled mechanics and technicians makes it difficult for NSC to retain needed mechanics at the present State pay scale. | | Personnel Department |

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| ont'd | Promote programs to counteract affirmative action pressures exerted by other institutions on Norfolk State College faculty. There is a need for incentive pay in order to recruit and retain qualified faculty to deal with the particular needs of student clinentele in the face of competition from other institutions facing affirmative action pressures. In addition, there is the need for an incentive educational program for the children and spouse of faculty. | | Personnel Department |
| | Develop effective negotiations. The increasing momentum of the College Negotiations Movement among professional people is an issue of much concern. Strategies must be developed which will permit the governing agencies and their employees an opportunity to develop a comprehensive plan by which disputes may be resolved and inequities eliminated. | | Personnel Department |
| | There are special problems of the cities as there are special problems of rural areas. As the land-grant colleges and universities have met the research and service functions of the rural areas, so the urban universities have a mission to the urban areas. Governmental agencies, private businesses, and human service organizations seek experts to explain the problems they encounter and to recommend solutions which they can apply. The urban university ought to provide the consultants and the methods to assist these various organizations. Critical to this are the resources necessary to attract and retain specialized faculty. | | Personnel Department |
| | The present State Classified Salary structure is inadequate to meet competition in the Richmond area for some classification of skills. In certain skill areas it is simply impossible to recruit or retain well-skilled personnel in the local market. Both industry | | Personnel Department<br>State Council of Higher Education for Virginia |

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| Cont'd | and the federal government have long ago recognized the necessity of recognizing local labor markets. | | |
| | The present Faculty Salary Average approach in higher education in Virginia results in inequitable funding between institutions and restricts the opportunities for management of faculty salaries for institutions which use significant numbers of part-time faculty. The result is a system where it is almost impossible for some institutions to add senior faculty when needed. It is not the intent of the salary average approach that is the issue but rather the mechanics of applying the system that is at issue. Without relief in this situation Virginia Commonwealth University has little chance of adding the mature graduate faculty needed without substantial reduction in junior faculty. | | Personnel Department<br>State Council of Higher Education for Virginia |
| | The present State Personnel Classification System is inadequate to meet the diversity of specialization necessary to provide the support for institutions of higher education. Examples are widespread in teaching, research, public service, and especially in middle management. The entire area of the health sciences and hospitals are particularly hard pressed in this regard although the problem extends across all of higher education. Recruitment and retention are both significant problems. | | Personnel Department<br>State Council of Higher Education for Virginia |
| | The present administrative procedures for handling personnel actions seem, as viewed from the institutional point of view, to have built into them massive duplication of effort with a resulting unnecessary expenditure of scarce State funds. Many times the institution notes at least two State agencies going through the exact same procedure that the institution went through initially. Overview and audit are not the problem. | | Personnel Department<br>Planning and Budget |

## SIGNIFICANT ISSUE IDENTIFICATION AND ANALYSIS

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| ISSUE CATEGORY | ISSUE | INSTITUTION & ISSUE NO. | POSSIBLE AGENCIES FOR RESOLUTION OF |
|---|---|---|---|
| Cont'd | Feasible and reasonable systems do exist which would eliminate these wasted process costs. | | |
| | Closely aligned with the existence of duplicative procedures is the problem of timely personnel actions. Many times personnel actions take four to six months to gain final approval. This is a universal cry across the University and across the State. Particular damage occurs in trying to man grants and contracts which may only have a year to run. Often, by the time personnel actions are approved, up to fifty percent (50%) of the total time available for the contract is gone. (The grant often is for the State itself.) | | Personnel Department<br>Planning and Budget |
| | In the recruitment and retention of faculty the entire area of fringe benefits is an important issue. The importance of this issue is related to the key point of attracting and holding top notch faculty in the belief that the best qualified will create in the long run, the least cost to State resources. Many studies across the nation in cost benefit analysis bear this out. The key subissues are as follows: (A) Retirement system options which are both competitive and transferrable; (B) A sabbatical leave system; (C) Tuition relief for dependents at State Colleges and Universities; (D) Early retirement options. | | Personnel Department<br>Planning and Budget |
| | In the recruitment and retention of classified personnel the issue of fringe benefits is an important issue. Again the best qualified personnel save money for the State in the long run. Many specific studies bear this out. The important subissues seem to be: (A) Tuition relief for dependents at State Colleges and Universities; (B) Early retirement options; (C) Recognition that employee bought fringe benefits create higher income tax brackets for employees. | | Personnel Department<br>Planning and Budget |

## SIGNIFICANT ISSUE IDENTIFICATION AND ANALYSIS

### Higher Education Issues that can be Addressed Internally

| ISSUE CATEGORY | ISSUE | INSTITUTION & ISSUE NO. | POSSIBLE AGENCIES FOR RESOLUTION |
|---|---|---|---|
| Cont'd | *A reevaluation of many aspects of the State policies and procedures designed primarily for standard State agencies, which may not be appropriate for the specialized activities of the university, would be productive. Sufficient flexibility for an effective administration of the university benefits the institution and the Commonwealth. | | Personnel Department |
| | *Faculty-staff and/or their dependents should be permitted free or lower tuition rates. | | Personnel Department |
| | There should be an equitable formula for determining faculty load which would take into account the variety of tasks, in addition to teaching and research, expected of the faculty member. | | Personnel Department<br>State Council of Higher Educati<br>for Virginia |
| | The particular criteria and standards being used by the Commonwealth of Virginia in determining the financial resources which should be allocated to higher education are not consistent with the goals of the Commonwealth and the aspirations of its people in providing excellence, accessibility and diversity in higher education. More specifically, the criteria and standards currently being used increasingly raise the threat of unionizatior among professional employees in the State. | | Personnel Department<br>Planning and Budget<br>State Council of Higher Educatio<br>for Virginia |
| | *The quality of the faculty continues to be related to the adequacy of the compensation of the faculty since it is an important factor in developing a package which would be attractive to highly experienced, mature, and qualified teachers. | | Personnel Department<br>Planning and Budget<br>State Council of Higher Educati<br>for Virginia |
| | The problems of the urban region are more complex than any one institution can meet alone. However, through cooperation, institutions can make progress on problems and enable all citizens to benefit from their efforts. | | State Department of Education<br>Local Educational Agency |

| ISSUE CATEGORY | ISSUE | INSTITUTION & ISSUE NO. | POSSIBLE AGENCIES FOR RESOLUTION OF |
|---|---|---|---|
| Cont'd | Graduates of secondary schools in urban centers sometimes have special educational needs which must be met before they can go on to succeed in programs of higher education. The urban university has a responsibility to cooperate with urban school systems to provide access to pupils who can be rewarded through higher education. Special preparation programs should be a shared responsibility. | | |
| | *Who is to be permitted to have access to higher education? In the four year institution the problem is not open admissions, but coping with the academic inadequacies of increasing numbers of students who qualify for admission. | | State Department of Education<br>Local Educational Agency |
| | The increasingly serious nation-wide problem that even the better students from the better school systems cannot write (and read) is one that William and Mary should address constructively and systematically with all its entering freshmen if it is to fulfill its mission--thus requiring financial and faculty resources that will allow faculty-student ratios and class sizes that are fully responsive to this particular educational need. | | State Department of Education<br>Local Educational Agency |
| State Administrative Policies | The time frame involved with the incorporation of new programs submitted to the State Council of Higher Education should be studied. | | State Council of Higher Education for Virginia |
| | *Assuming administrative responsibility over Title I program in view of possible congressional legislation requiring that the administrative control rest with a State agency. | | Secretary of Education |
| | Policy and planning directives from Commonwealth administrative agencies are often unclear or unsuited to unique university operations, i.e. hospitals. | | State Administrative Agencies |

## SIGNIFICANT ISSUE IDENTIFICATION AND ANALYSIS
Higher Education Issues that can be Addressed Internally

| ISSUE CATEGORY | ISSUE | INSTITUTION & ISSUE NO. | POSSIBLE AGENCIES FOR RESOLUTION OF |
|---|---|---|---|
| ont'd | Hospital operations are artificially constricted by State accounting regulations. The mandated cash basis of accounting presents road blocks to the ability to capture accrued costs in order to maximize third party payments. | | Department of Accounts |
| | Outmoded and run down facilities are a problem across the Commonwealth especially in hospitals. Allowance for depreciation funding for facilities as well as equipment could provide an adequate source for future renovation and replacement. Present policy prevents this mixing of annual costs and capital costs. Teaching hospitals in particular could be assisted greatly under a change in State policy. | | Planning and Budget<br>State Council of Higher Education for Virginia |
| | Long term purchase arrangements are precluded by current budgeting procedures. Substantial savings to the Commonwealth could be effected by procedures which could address this mode of acquisition. | | Purchases and Supply<br>Planning and Budget |
| | In pursuing effective public information programs for State-supported colleges (and other State agencies), public information officers should be allowed to expand a reasonable amount of public funds to produce television news film clips for television news transmission as they are presently allowed to expend public funds to produce news releases for the print media. | | |
| | *A reevaluation of many aspects of the State policies and procedures disigned primarly for standard State agencies, which may not be appropriate for the specialized activities of the university, would be productive. Sufficient flexibility for an effective administration of the university benefits the institution and the Commonwealth. | | State Administrative Agencies |

## SIGNIFICANT ISSUE IDENTIFICATION AND ANALYSIS
### Higher Education Issues that can be Addressed Internally

| ISSUE CATEGORY | ISSUE | INSTITUTION & ISSUE NO. | POSSIBLE AGENCIES FOR RESOLUTION OF |
|---|---|---|---|
| Student Financial Aid | The State must decide if it can, and should, make additional funds available to all graduate students if the NDSL Programs (Federal) are eliminated in the future. | | |
| | *Appointment of a State Director of Student Financial Aid to head a separate new agency. | | Planning and Budget<br>State Council of Higher Education for Virginia<br>Higher Education Institutions |
| | There is a significant growing tendency for students to declare bankruptcy for the purpose of evading repayment of educational loans. There could be very serious loss of funding from this source. | | Planning and Budget<br>State Education Assistance Authori<br>State Council of Higher Education for Virginia |
| | Financial aid is being provided for the average student who is in need and is worthy of such aid, but great consideration should also be given to provide adequate scholarship aid to the gifted, talented, or creative student who should be recognized for his superior academic achievement. | | State Council of Higher Education for Virginia |
| State Planning | The basic structure of the consortium is sound. Exceptions to the arrangement should be granted but should not be predominant. | | State Council of Higher Education for Virginia |
| | Continue to develop cooperative ventures and relationships with other agencies, colleges and universities. Norfolk State College has the resources for expanding efforts in the realm of cooperative ventures in order to complement and enhance the College's ability to address the diversified needs and interests of the clientele served. | | State Council of Higher Education for Virginia |
| | Advocate a centralized system of cooperative planning and coordination for all "off-campus" collegiate and sub-collegiate credit courses. In addition to avoiding | | State Council of Higher Education for Virginia |

| ISSUE CATEGORY | ISSUE | INSTITUTION & ISSUE NO. | POSSIBLE AGENCIES FOR RESOLUTION OF |
|---|---|---|---|
| Cont'd | the possible duplication of services, centralized coordination could deal with such problems as the transfer of credits, duplication of courses and overlapping clientele. | | |
| | Support revision of present coding conventions to properly identify and differentiate the use of the space. The assignment of codes to rooms on the basis of use rather than design impairs the quality of institutional operations. Under current coding conventions the functional use codes do not permit delineation of multiple functions for the same space. Under the current coding conventions the room use codes are not sufficiently comprehensive to delineate the specific utilization of different types of space (e.g.-mailroom). Under the current coding conventions the physical facilities inventory does not accurately reflect the adequacy of available existing space. e.g.-shower room/bathroom and laboratory service areas are being used as offices. | | State Council of Higher Education for Virginia |
| | Many cities cannot afford all of the educational resources needed by their citizens. The regional university can become a center of resources, such as library materials and computer services, available to all citizens of the metropolitan area. | | State Council of Higher Education for Virginia |
| | In a time of shortage of governmental funds, it is unfeasible to duplicate services in every city and every community. By acquiring the funds to provide a central resource for research and educational leadership and services, the urban university conserves public funds while serving public needs. | | State Council of Higher Education for Virginia |
| | The problems of the urban region are more complex than any one institution can meet alone. However, through cooperation, institutions can make progress on problems | | State Council of Higher Education for Virginia |

## SIGNIFICANT ISSUE IDENTIFICATION AND ANALYSIS

### Higher Education Issues that can be Addressed Internally

| ISSUE CATEGORY | ISSUE | INSTITUTION & ISSUE NO. | POSSIBLE AGENCIES FOR RESOLUTION |
|---|---|---|---|
| Cont'd | and enable all citizens to benefit from their efforts. Students who begin their programs of study in community colleges sometimes have difficulties in transferring to senior institutions. The urban university has a responsibility of articulation with community colleges so that students can continue their education with minimum difficulties. | | |
| | Should Richard Bland College become a four-year institution? | | State Council of Higher Educati for Virginia |
| | *When degree programs are initiated jointly by institutions, which institution will receive support for expansion of library resources and required library staff, and how will tuition and fees be determined. | | Higher Education Institutions |
| | *Clearly differentiated missions for the various segments of the system of higher education for Virginia need to be developed to insure that competition for students does not jeopardize the quality of the educational programs to be provided. | | Higher Education Institutions |
| | The primary issue seems to be the location of authority, and responsibility for programs. Program here is defined broadly. If the intent is to provide efficient economical operation of programs, then the agency or institution responsible needs the flexibility to perform within general policies and guidelines and without explicit approval of each and every small maneuver by other agencies with conflicting goals and objectives. Some interagency conflict is inevitable and perhaps desirable, but the level of conflict today exceeds any rational level. Another view of the same issue is that governmental processes result in suboptimum solutions and cause waste in time and money when one controlling agency functions independently without regard to the | | State Council of Higher Educati for Virginia<br>Secretary of Education |

## SIGNIFICANT ISSUE IDENTIFICATION AND ANALYSIS
Higher Education Issues that can be Addressed Internally

| ISSUE CATEGORY | ISSUE | INSTITUTION & ISSUE NO. | POSSIBLE AGENCIES FOR RESOLUTION OF |
|---|---|---|---|
| Cont'd | other controlling agencies. Thus a reduction in cost of operation mandated by one controlling agency may and often does result in a cost considerably larger than the savings incurred. | | |
| | The conflict in agency roles leads naturally to the whole area of State planning. An issue here relates to regional planning. When operating in the comprehensive regional planning mode, university personnel indicate that there often is no State level planning with which to relate. Some definitive action should be taken if this void in fact exists. | | State Council of Higher Education for Virginia<br>Secretary of Education |
| | The regional Consortia for Continuing Education seem to operate in a vacuum of policy and policy enforcement. Until some means is discovered to firm up State policy and enforce it, the Consortia will be of minimum effectiveness. | | State Council of Higher Education for Virginia |
| | There is a need for the development of a Statewide plan for the alleviation of library deficiencies. | | State Council of Higher Education for Virginia |
| | Conflicting roles of agencies seem to mitigate against the ability of unique university operations to maximize service and minimize cost. Often the University has noted that enforced cost reductions mandated by one agency in the name of cost savings result in increased costs when a broader view is taken of the area in question. | | Planning and Budget |
| | State space guidelines make no provision for utilization of facilities after 6:00 p.m. or during the summer. VCU provides a valuable service by providing an essential urban educational opportunity at these times but no method has yet been devised to compensate the institution for these additional services that are crucial to the surrounding population. | | State Council of Higher Education for Virginia<br>Planning and Budget |

## SIGNIFICANT ISSUE IDENTIFICATION AND ANALYSIS

### Higher Education Issues that can be Addressed Internally

| ISSUE CATEGORY | ISSUE | INSTITUTION & ISSUE NO. | POSSIBLE AGENCIES FOR RESOLUTION OF IS |
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| Cont'd | There seem to be conflicting and irrational licensing procedures between and among State agencies and institutions. | | State Council of Higher Education for Virginia<br>Planning and Budget |
| | With the many offices and agencies involved in budget review and the budget review process the lack of opportunity for presentation by the initiating institution leads to grave inequities in funding levels. | | State Council of Higher Education for Virginia<br>Planning and Budget |
| | The development of regional consortia of public and private colleges and universities undoubtedly has been a constructive step in helping to meet the needs of Virginia citizens for higher educational opportunities. It would be beneficial, however, to reevaluate the basic concept and operation of the consortia. and seek to clarify the responsibilities of the respective institutions in accordance with other overall missions. | | State Council of Higher Education for Virginia<br>Secretary of Education<br>Higher Education Institutions |
| | *The tendency for SCHEV coordination to evolve into centralized control becomes very real; therefore, the public perceptive of the coordinating body becomes that of policemen, regulating the errant institutions. | | State Council of Higher Education for Virginia<br>Secretary of Education<br>Higher Education Institutions |
| | Joint doctoral programs planned and offered in cooperation with Virginia Commonwealth University, Virginia Polytechnic Institute and State University and the University of Virginia (with whom initial planning was done several years ago--an effort funded by the Southern Education Foundation through a small grant.) | | State Council of Higher Education for Virginia<br>Higher Education Institutions |
| | There should be an increase of state supported and recommended cooperative programs between institutions in order to prevent needless duplication and yet provide access to desired curricular programs by all of the state's citizenry. This philosophy needs to be espoused actively and implemented impartially by SCHEV without eliminating any institution's autonomy. | | State Council of Higher Education for Virginia<br>Higher Education Institutions |

## SIGNIFICANT ISSUE IDENTIFICATION AND ANALYSIS

### Higher Education Issues that can be Addressed Internally

| ISSUE CATEGORY | ISSUE | INSTITUTION & ISSUE NO. | POSSIBLE AGENCIES FOR RESOLUTION OF |
|---|---|---|---|
| Cont'd | Long range planning needs to be done to avoid the duplication, proliferation, and sometimes nonsensical interference in the process of education by excessive and uncoordinated governmental requests for reports and data. This occurs continually from the federal level and is becoming an increasing problem on the state level. | | State Administrative Agencies |
| Tenure | Relate effectively to problems resulting from tenure regulations in institutions of higher education. Norfolk State College is aware of the pros and cons involved in the tenure discussion. Faculty, Administration, and student rights for job security, job satisfaction, and job effectiveness must be carefully studied in view of economic survival in inflationary periods. | | Board of Visitors |
| Transportation | Attention to the inadequacies of public transportation in the northern Virginia area, which has severe impact upon this institution and others. | | Inter-Secretarial |
| | Provide transportation services for students, living within a 70-miles radius, who wish to attend Norfolk State College. Many graduates of community colleges in the area need assistance with transportation in order to attend a four-year college. | | Secretary of Education<br>Planning and Budget<br>State Council of Higher Education for Virginia |
| Vocationalism | Too much emphasis on the financial rewards of higher education at the expense of other significant benefits to the person and the society will weaken our democratic way of life. We are the first nation to base our hopes on the general intelligence of our population. Our educational system must produce informed citizens as well as employees. Any trend which diminishes general public education should be resisted. | | State Council of Higher Education for Virginia<br>Secretary of Education<br>Department of Community Colleges<br>State Department of Education<br>SAVC<br>1202 Commission |

## Issue Identification and Analysis
## (Issues that can be addressed Internally)

## I. Elementary & Secondary Issues

### A. State Department of Education

1. How can public confidence in public education be strengthened?
2. From what level should public education be governed - federal, state, local?
3. Who should govern public education - elected officals, lay boards, professionals?
4. What is the role of public education in determining and/or teaching individual and societal values?
5. What is the best pre-service preparation for teachers and what is the role of public education in this regard?
6. What is the fate of the student who has not achieved the prescribed basic skills?
7. Will statewide educational objectives be so minimal as to result in a "leveling down" of achievement?
8. At what point might we be testing too much?
9. What determines if students have marketable skills when they leave school?
10. To what degree do standards of Quality and accreditation standards speak to the issues which really make a difference in the education received by students?
11. Should the Department of Education primarily serve a regulatory or a leadership function?
12. Are teachers state employees and what is the role of the state in local school board-employee relations?
13. Are traditional staffing patterns adequate and cost efficient?
14. What is the best professional training for top level school administrators - education, management, law?
15. What role can instructional television serve in the instructional program?
16. Should there be exceptions to degree requirements for certain teachers, especially those teaching the trades and those attached to alternative career preparation programs?
17. Is enough attention paid to student rights and responsibilities?
18. What is the value of the 12th grade, or final year of high school, for accelerated students and are gifted 16 and 17 year olds best served in high schools or colleges?
19. Who should provide adult education - public education or higher education?
20. To what extent must the total public school operation be reorganized to accommodate alternative education programs?
21. To what extent should public education enter into partnership with private education, business, industry, and higher education in offering alternative educational opportunities?
22. What is the appropriate compulsory attendance age?
23. What is the meaning of a high school diploma?
24. To what extent should there be a uniform statewide curriculum?
25. How can equality of educational opportunity be assured throughout the Commonwealth?
26. What is the proper balance of funding of public education from federal, state, and local sources?

B. Schools at Hampton and Staunton for the Deaf and Blind

1. Resolve what the future of the Virginia School for the Deaf and the Blind, at Staunton and the Virginia School at Hampton is to be. Since the Governor's Management Study was released in 1970, these two residential schools have been in a state of flux. (The issue and question is should the Commonwealth continue to be the only state to operate two dual schools. Can the Commonwealth continue to support two dual schools?
2. V.S.D.B. is an accredited elementary school for the blind and an accredited elementary and secondary school for the deaf. As such as all other accredited schools, it is required to have a five year plan, by the State Board of Education. It does have such a plan but said plan needs to be funded by the General Assembly.
3. Capital Outlay Requests for V.S.D.B. should be funded.
4. Funds should be provided to train minority personnel as well as houseparents.
5. Funds should be provided for the Superintendent to travel in order to attract minority personnel. Minority personnel are located in the south; Tennessee, Arkansas, Alabama, Mississippi and Georgia. It is pointed out, minority personnel are not going to move from the north or west.
6. School for the Deaf should serve Grades K-8, since grade 8 is considered in the Elementary School. We are currently serving grades K-7.
7. A speech therapist, physical therapist and psychological services are needed to meet the needs of the students in keeping up with the 5 year plan and guidelines for the Hearing Impaired.
8. Teacher Aids (1 per 3 teachers) are needed to comply with the guideline for the Hearing & Visually Impaired.
9. Music/Rhythm added to the curriculum would expand the auditory training and speech classes.
10. Sabbatical leave for teachers.
11. VSH should be under the supervision of the State Department of Education to insure the same services as the public schools.
12. In service training for dormitory personnel, (particularly in child care).
13. Additional personnel for recruitment of students and public relations.
14. The agency proposes that the report of the Legislative Sub-committee on the Education of the Deaf and Blind be carefully considered before recommendations are made.
15. The Virginia School at Hampton's Administration and organization should be the same as those that exist in the public schools.
    a. Federal and Private Grants should be utilized and administered the same as that exist in the public schools.
    b. The salaries of the professional and non-professional staffs should be the same as those that exist in the public schools.
    c. The contracts and endorsement procedures should be the same as those that exist in the public schools in Special Education. Teacher's contracts should be for 10 months instead of 9 months.
16. The agency proposes that the Deaf High School should be located in the City of Hampton.
    a. Due to the geographical location of the city of Hampton to industries, etc.; the location of Hampton lends easy accessibility to road nets for travel in any direction; and the Deaf Demographic Survey we would be greatly serving this group of deprived people.

17. The agency proposes that the Blind School should remain in the city of Hampton.
    a. Due to the geographical location of the city of Hampton etc.; the location of Hampton lends easy accessibility to road nets for travel in any direction, and surveys of the Blind in the State of Virginia we would be greatly serving this group of deprived people.
18. Propose the need to make the Vocational Education Department at the Virginia School At Hampton a Regional Vocational Technical School for Deaf & Blind.
19. Propose to incorporate students' travel, medical and co-curriculum activities as an integral part of the school's budget.
20. Propose to equip and staff an Adult Basic Education Center at the Virginia School at Hampton.
21. Deaf-Blind students of school age be assigned with adequate funding to the VSH.
22. The State Department of Education in conjunction with the council for the deaf and the commission for the visually handicapped plan, develop and fund summer remedial programs for the deaf and blind students of public schools or residentials schools. These programs should be held at the residential schools.
23. The two schools for the deaf and blind should be the centers for outreach counseling services not only to public education but also to other service delivery agencies.
24. Funds to provide adequate insurance coverage for property, boilers and vehicles.
25. Funds to provide adequate security personnel and equipment for protection of students and property.
26. Additional personnel needed for the grounds and building maintenance.
27. The agency is unable to obtain highly qualified mechanical personnel to work on equipment due to the low salary range.

## II. Cultural Issues

### A. Virginia State Library

1. Loss and destruction of public records or lack of accessibility to them leaves Virginia without needed administrative, historical, and genealogical information.
2. The majority of Virginians have not the information sources necessary to them or the ability to use such sources for making decisions in a highly complex environment.

### B. Virginia Museum of Fine Arts

1. Enlargement and enhancement of Virginia Museum support and programming to the state Confederation of Chapters and Affiliates.
2. State General Funding of Museum Office of Development
3. Increased aid to the Museum's Exhibitions Program
4. An Art conservation laboratory for the Virginia Museum.
5. Elimination of General Fund Restriction for the Theatre Operation.

## III. Other Issues

### A. State Education Assistance Authority

1. Should there be a State Office of Student Financial Aid reporting directly to the Secretary?

B. Virginia Truck and Ornamentals Research Station

1. Salary scales or research scientists.
2. Conflicting demands by extension activities on the time or research scientists.

[illegible] copy [illegible]

COMMONWEALTH of VIRGINIA
*Office of the Governor*
*Richmond 23219*

Dr. Robert R. Ramsey, Jr.
Secretary of Education

December 15, 1976

MEMORANDUM

TO: Maurice B. Rowe

FROM: Robert R. Ramsey, Jr. RRR

SUBJECT: Issue Identification and Analysis (STEP FOUR)

Please find attached selected significant issues and supporting memoranda (numbered according to the listing) that have been identified for your attention and review as stipulated in STEP FIVE of the Issue Identification and Analysis process.

Please note that we have not included issues related to capital outlay in our review of STEP FOUR, since in the area of Education a well-established process for the identification and evaluation of such issues already exists. Please let us know if you wish us to give these issues particular attention as part of the Issue Identification and Analysis process.

RRRJr/ja
Enclosures

COMMONWEALTH of VIRGINIA
*Office of the Governor*
*Richmond 23219*

Dr. Robert R. Ramsey, Jr.
Secretary of Education

December 15, 1976

## Issue Identification and Analysis: STEP FOUR

I. Higher Education
  A. Program Issues
    1. FTE Guidelines for Funding of Institutions
      a. Four-year institutions
      b. Two-year institutions
    2. Faculty Salary Increases/Adjustments
      a. Peer group
      b. Cost-of-living differential
    3. Financial Aid to Students
      a. Public institutions
      b. Private institutions
    4. Financial Burdens Associated with Increasing Reporting Requirements
      a. State requirements
      b. Federal requirements
    5. Funding of Library Resources
    6. State Support of Public Teaching Hospitals
    7. State Support of Eastern Virginia Medical Authority
    8. Funding of Summer School Programs

  B. Additional Significant Issues
    1. Reversion of Maintenance and Operation Budgeted Funds
    2. Autonomy v. Centralization
    3. Fixed Percentage Ratios for General/Special Funding

II. Elementary and Secondary Education

  A. Program Issues
    1. Extent of services to be provided for handicapped persons from public education funds.
    2. Optimum pupil-teacher ratios; the cost effectiveness of reducing class size.
    3. Appropriate funding approaches to alternative education programs.
  B. Additional Significant Issues
    1. The trend of increasing the percentage of total educational funds targeted for a relatively small percentage of students requiring special programs.
    2. The index formula v. the present "basic plus add-on" approach for aid to local schools.

## B. Memoranda Ralated to the Analysis Phase

## ISSUE ANALYSIS INSTRUCTIONS
## PROBLEM DEFINITION

STEP 1A. On Format 1-A, precisely state the problem or issue which you propose to analyze.

In defining the problem for clear understanding, several major aspects should be addressed:

(a) the particular situation, inequity, program failure, or negative condition that lies at the heart of the problem.

(b) background information on the general context in which the problem occurs.

(c) major causes, i.e., institutional and other causal factors contributing to the problem as well as basic (root) causes to the extent that they can be identified.

(d) the size and characteristics of the population group to be affected.

(e) the magnitude of the problem and the probable consequences if nothing is done.

An example of problem definition may be found on page 3.

STEP 1B. Fill out Form 1-B (page 6) on the types of information you will use or consider using in the preparation of this analysis. Indicate by a check in the appropriate column (2-6), the usefulness of this source to your efforts.

The formulation of the real problem is both difficult and critical. It requires the review and assembly of pertinent data and information from a number of different sources. While time and other constraints may prevent a full investigation, some consideration should be given to information sources.

## ISSUE ANALYSIS INSTRUCTIONS
## IDENTIFICATION OF OBJECTIVES

STEP 2. On Format 2-A identify one or more measurable objectives which must be met by any program which is designed to solve the problem identified in Step 1-A. Include for each objective, a measurable target towards completion of the objective which should be met in each of the three biennia.

The formulation of objectives is, of course, helped by the accomplishment of problem identification. In thinking of objectives, it is helpful to ask such questions as:

- Can the problem be prevented?
- Is it possible to narrow or confine the problem?
- Can desirable aspects of the current situation be enlarged or strengthened?

Always state the objectives in terms of the underlying purposes for which state government would undertake the program. This is expressed in terms of what the citizens of the Commonwealth would want to receive. Objectives should not be stated in terms of the means of administration, staffing, or funding required. For example, a state lead paint poisoning program would have as possible general objectives (among many) the prevention of brain damage resulting from ingestion of lead paint. Its objectives would not be expressed in terms of creating a lead paint control agency, establishing a network of screening centers, or adopting a lead paint control plan.

Objectives should be measurable to the maximum extent feasible and should address realistically what would be accomplished for each of the next three biennia. Only when objectives are measurable is it possible to judge when and to what extent a program has or will succeed. Finally, in formulating objectives, it may be helpful to separate the prevention of further growth of the problem from the need to meet the existing situation caused by prior neglect and to set parallel objectives to deal with the two aspects of the problem. [Future load (3 biennia) and backlog (current biennium)] This is, however, optional and is only shown in this step. If determined useful to your analysis, it should be included in the balance of the issue paper.

An example of the identification of objectives for the lead paint poisoning problem may be found on page 8.

# ISSUE ANALYSIS INSTRUCTIONS
## ALTERNATIVE FORMULATION

STEP 3. On Format 3-A list all the alternative ways you can think of to meet the objectives set in Step 2.

The purpose of this step is to view the problem and the possible alternative solutions to it in a broad context. To achieve this perspective, an imaginative search for new and different alternatives is required. Begin by sharply examining the existing way of doing things, if any, with an open mind. Next look at other alternatives that you know exist and then concentrate on inventing new ones. At this point, concentrate on being creative; at other steps in the analysis process infeasible alternatives will be eliminated. Ask the following questions about the problem you are analysing:

- What, if any, approach to reaching the objectives exists now?
- What approaches are utilized by other governments?
- What other approaches do you know about through literature or other sources?
- What new approaches can you imagine?
- Is there an alternative that would allow program objectives to be met if there were little or no staff to administer it?
- What, if any, approaches are taken in the private sector to meet similar objectives?
- Can some of the identified alternatives be combined in varying proportions to create additional alternatives?
- Are there activities of the State in this area now which do not contribute to the meeting of the objectives and could be eliminated?

A partial list of alternatives for the lead paint poisoning problem is provided on page 11 as an example.

## ISSUE ANALYSIS INSTRUCTIONS
## SELECTION OF ALTERNATIVES FOR ANALYSIS

STEP 4. On Format 4-A list the set of criteria by which you will choose the three most feasible alternatives (Step 3) to meet the objectives. Using the criteria as a guide, select and list on Format 4-A, the three alternatives.

Through the process above, a number of alternatives probably were developed. Some of them may be of insufficient scope, and are too narrow to provide a comprehensive solution. Try combining such alternatives with others to develop hybrids with greater potential for successfully addressing the problem.

From the identified alternatives (including hybrids), promising ones must be selected for further analysis. To make this selection, develop and apply criteria for summary rejecting alternatives not of major significance or considered infeasible. The three remaining alternatives will be subject to further analysis.

See page 13 for an example Format 4-A using the lead paint poisoning problem.

## ISSUE ANALYSIS INSTRUCTIONS
## ALTERNATIVE ANALYSIS

For clarity of understanding, this step in the analysis process has been divided into 6 aspects or sub-steps (5A-E). Each of the three alternatives will be analyzed in terms of these 6 aspects. When you have completed this step, you will have completed one set of 5-A through E's for each major alternative.

STEP 5A: On separate Format 5-A's, carefully detail to the maximum extent possible, the personnel implications of each alternative.

Program implementation most often requires administrative and other staff and has other present and future personnel implications. Do not discuss here the dollar costs for personnel resources included which is not the sole personnel-related concern. Of significant importance, too, are other personnel implications such as the availability of required talent, special recruiting or selection problems, opportunities afforded to further the Commonwealth's Affirmative Action Plan for equal employment opportunity, compensation, working conditions, worker safety, career ladders, and motivation. For each of the next three biennia, carefully detail the personnel implications of this alternative in a descriptive narrative. In the process, consider and address the questions below:

- What numbers and types of people (by education, experience, skills and ability) are required to implement this alternative?
- Are people with the skills, ability, education and experience to do the work required for implementing this alternative available?
- What, if any, problems are associated with recruiting and selecting needed people? Is a regional or national recruiting effort required?
- If this is an existing program, what, if any, effect would implementing this alternative have on existing personnel?
- In implementing this alternative, can the progress of the Commonwealth's Affirmative Action Plan for equal opportunity be advanced?
- Are existing programs for employee management, technical and orientation training adequate for the training and development needs of the people required to implement this alternative?
- Are existing State career ladders, organizational patterns, and compensation levels functional for the implementation of this alternative? If not, what aspects would hinder the effectiveness of the alternative and what changes would be beneficial?
- Will a reduction, layoff, or personnel transfer occur from the implementation of this alternative?

As an example, the personnel implications of alternative #1 for the lead paint poisoning problem are discussed on page 15.

# ISSUE ANALYSIS INSTRUCTIONS
## ALTERNATIVE ANALYSIS
## (IMPACT ON OTHER PROGRAMS, AGENCIES, ORGANIZATIONS)

STEP 5B. On Form 5-B (use as many as are necessary), identify the name of the agency or organization, other than your own, upon whom each of the three alternatives will have an effect. Describe briefly the effects of each alternative on the agency or organization, both long and short-term.

Many of the effects of governmental activities occur outside the agency, perhaps affecting other State governmental programs, other governments, volunteer organizations, public interest groups, and the private sector. These effects may be positive or negative and of a short or long-term character.

If more than one agency of the same type is affected in the same way, you may use the same Form 5-B for all, simply listing the names of the individual agencies on that one Form. However, if different activities or affects are noted, use additional forms. Where there is insufficient information to assess the effect, indicate "not known."

See page 17 for an example using Alternative #1 in the lead paint poisoning problem.

# ISSUE ANALYSIS INSTRUCTIONS
## ALTERNATIVE ANALYSIS
## (ASSESSMENT OF ENVIRONMENTAL EFFECT)

STEP 5C: On Format 5-C, describe in narrative form the effect of each alternative on the environment. When the alternative will have no effect, briefly explain the reasons for lack of effect.

In assessing the effect of each of the alternatives on the quality of the environment, the following points should be addressed:

(a) The environmental effects (beneficial as well as adverse) of the proposed alternative, if implemented.

(b) Any adverse environmental effects which cannot be avoided, if the alternative is implemented.

(c) The relationship, under the alternative, of short-term uses of man's environment and the maintenance and enhancement of long-term productivity.

(d) Any irreversible or irretrievable commitments of resources which would be involved, if the alternative were implemented.

(e) What federal, interstate, state, regional, or local environmental controls would apply, if the alternative were implemented?

As an example, the environmental effects of Alternative #1 for the lead paint poisoning problem are discussed on page 19.

# ISSUE ANALYSIS INSTRUCTIONS
## ALTERNATIVE ANALYSIS
## (DEGREE OF RISK)

STEP 5D. On Format 5-D, describe in narrative form all the risks you can identify, associated with the alternative under analysis.

With this step the idea is to compare the major, feasible alternatives under analysis according to their degree of risk. Risk here means the danger that actual benefits may fall significantly short of estimates.

Examples of factors that contribute toward risk include:

1. The predicted outcome depends on a new technology yet to be developed or refined or on an existing technology not previously applied in the suggested manner.
2. The level of estimated benefits depends on citizen or consumer (client) acceptance not susceptible to present measurement.
3. Predicted benefits are subject to the effects of volume or usage not presently known.

Do not include the effects of uncertain legal or political constraints.

Do not include the effects inflation might have through reducing the "buying power" of the dollar.

See page 21 for an example of risks identified for Alternative #1 in the lead paint poisoning problem.

## ISSUE ANALYSIS INSTRUCTIONS
## ALTERNATIVE ANALYSIS
## (FINANCIAL COSTS)

STEP 5E: For each alternative, fill in the information required on Form 5-E.

In computing the costs, the following directions apply:

(a) Estimate the direct costs for maintenance and operating expenses and for capital outlay for the alternative for each year of the next three bienniums. Include fringe benefits at the rate of 13% of direct salary cost.

(b) All estimates must be based on present costs - do not increase expenditure requirements for anticipated inflation or for merit increases.

(c) Include all direct costs for which program agencies are expected to budget (and, additionally, fringe benefits) but do not include the cost of items and services (such as messenger service, utilities, etc.) provided without charge to the program agency by central service agencies.

(d) Round estimates to the next highest thousand. (Estimates of costs for these purposes are sufficiently useful when accurate to within 5% or to within $10,000, when the estimated total cost for a given biennium exceeds $200,000).

(e) The technique of discounting future program costs is included here to provide an additional dimension to expenditure data. Discounting puts future costs in terms of present dollar value to facilitate comparisons.

(f) To derive the present value of future program costs for both maintenance and operating expenses, simply multiply the figures you have entered in column 1 by the figures in column 2 and enter in column 3. Repeat the same operation for capital outlay (columns 4,5, and 6). The column entitled Total Present Value is the sum of entries in columns 3 and 6.

(g) In deriving estimates, it may be convenient to build upon major objects or classes of expenditures. Display of this data is not required here.

(h) Attach narrative explanation of the major components of the costs included.

See page 23 for example using Alternative #1 of the lead paint poisoning problem.

# ISSUE ANALYSIS INSTRUCTIONS
## ALTERNATIVE ANALYSIS
## (APPROACHES TO FINANCING)

STEP 5F. On Format 5-F, describe in narrative form the method (or combination of methods) which would be necessary to support the alternative under analysis.

Many State government activities, today, are eligible for financial support from multiple sources. Included are Federal assistance programs (sometimes several for the same activity), financial support from private foundations, and donated (or voluntary) services and goods. Other sources are the State General Fund, existing or new user taxes (dedicated revenues), and the financial participation of citizens (clients or consumers) through fees for goods or services. In a given instance all or any of the above may be employed singularly or in combination to finance a governmental activity. Additionally, financial support is sometimes obtained through the sale of governmental bonds.

For each alternative, describe the possible approaches for its financing. For any method described, indicate in the space at the bottom of Form 5-F the time period for which such support would be available and the proportion of total cost (for each year of the six year period) this source could finance. In so doing, consider the following questions:

1. What, if any, programs of Federal assistance could provide the financial support for this alternative? Is this the only or best use for such Federal funds?

2. Are private foundation funds available to support this alternative?

3. Are donated (or voluntary) goods or services available to support this alternative?

4. Are existing or new taxes appropriate for financing this alternative?

5. Are fees for services or goods appropriate for financing this alternative?

6. Is the bonding (by general obligation or revenue bonds) an appropriate approach to financing this alternative?

See page 25 for an example for Alternative #1 of the lead paint poisoning problem.

For clarity of understanding, the process of selecting the preferred alternative from among the three analysed has been divided into three steps (6 A-C).

STEP 6A. On Form 6-A, list any additional criteria beyond those in Steps 5A - 5F against which the alternatives should be measured in determing which is "best" or preferred.

The determination of the "best" alternative may be an estimate of the effectiveness of a program that does not exist. "Best" is an estimate in this type of analysis. Because of this, the reasons and logic behind the selection of "best" are as important (or more important) than the selection. At this point, it is essential to explicitly detail the bases for judging the selected alternative "best."

See page 28 for an example using the lead poisoning case.

## ISSUE ANALYSIS INSTRUCTIONS
## SELECTION OF THE PREFERRED ALTERNATIVE

STEP 6C. Using the information developed in Step 6B, select and state the most preferable alternative. Defend the alternative you selected as "best" against the other alternatives, outlining in narrative form the reasons for choosing this alternative over others.

In doing this, remember that "best" or most preferred is a measure of overall strength.

The alternative judged "best" may be inferior to others in some respects. After defending your selection against the other alternatives, include in the narrative, a discussion of the following:

1. Was selecting the "best" alternative difficult? If so, what one or two factors really made the difference?
2. Did a lack of information or inability to make even gross estimates about one or more of the alternatives contribute substantially to your decision? If so, explain.
3. If the alternative selected as "best" is not the one with the lowest cost, to what degree could the program objectives be met through this alternative if funded at the level of the least costly alternative?
4. If the alternative selected as "best" is not the one with the shortest time frame for achieving the objective, to what degree could the program objectives be met through this alternative if planned for implementation at the level of the alternative with the shortest time frame?
5. If the alternative selected as "best" is not the one with the greatest impact, why?

# ISSUE ANALYSIS INSTRUCTIONS
## IMPLEMENTATION

STEP 7: The determination of the "best" alternative has now been made and defended. However, certain actions must be taken to assure implementation.

On a separate sheet of paper, address the following concerning implementation of alternative selected:

- Outline a plan of action for implementing the alternative selected.
- Indicate the proposed beginning date and discuss how the proposed work will be accomplished.
- Develop a schedule of signigicant accomplishments or milestones that are anticipated at various states. Where anticipated accomplishments are quantifiable, show quantitative 6 month and annual projections and associated costs.
- Identify the way(s) in which you propose to measure progress towards the objectives.

## C. Memoranda, Legislative Bills, and Documents Related to the Resolution Phase

# ENGROSSED

SENATE BILL NO. 771

Senate Amendments in [ ] -February 7, 1977

*A BILL to amend and reenact §§ 23-38.32, 23-38.33, 23-38.36 and 23-38.38 of the Code of Virginia, relating to the Virginia Education Loan Authority.*

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Patron—Michael

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Referred to the Committee on Education and Health

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Be it enacted by the General Assembly of Virginia:

1. That §§ 23-38.32, 23-38.33, 23-38.36 and 23-38.38 of the Code of Virginia are amended and reenacted as follows:

§ 23-38.32. Authority created; to perform essential governmental function; board of directors.—There is hereby created and constituted a political subdivision of the Commonwealth to be known as "the Virginia Education Loan Authority." The exercise by the Authority of the powers conferred by this chapter shall be deemed and held to be the performance of an essential governmental function.

The Authority shall be governed by a board of directors consisting of seven members, each of whom shall be appointed by the Governor. Two members of the initial board appointed by the Governor shall be appointed for terms of one year, two for terms of two years, two for terms of three years, and one for a term of four years from the date of his or her appointment; and thereafter the members of the board shall be appointed for terms of four years. No member shall serve more than two terms consecutively. Vacancies in the membership of the board shall be filled by appointment of the Governor for the unexpired portion of the term. Members of the board shall be subject to removal from office in like manner as are State, county, town and district officers under the provisions of §§ ~~15.1-63 to 15.1-66~~ *24.1-79.1 through 24.1-79.10* of the Code of Virginia; provided that the ~~Hustings~~ *Circuit* Court of the city of Richmond shall have exclusive jurisdiction of all proceedings for such removal. Immediately after such appointment, the directors shall enter upon the performance of their duties. The Governor shall appoint one of the members of the board to be chairman who shall serve for such term of office as shall be designated by the Governor. The board shall annually elect one of its members as vice-chairman, and shall also elect annually a secretary, or a secretary-treasurer, who may or may not be a member of the board, and may also elect such other subordinate officers who may or may not be members of the board, as it shall deem proper. The chairman, or in his absence, the vice-chairman, shall preside at all meetings of the board. In the absence of both the chairman and vice-chairman, the board shall appoint a chairman pro tempore, who shall preside at such meetings. Four directors shall constitute a quorum for the transaction of the business of the Authority, and no vacancy in the membership of the board shall impair the right of a quorum to exercise all the rights and perform all the duties of the Authority. The members of the board shall be entitled to reimbursement for their expenses incurred in attending the meetings of the board or while otherwise engaged in the discharge of their duties. Each member of the board other than the chairman, whose compensation shall be as agreed by the Governor and the board, shall also be paid the sum of twenty-five dollars per day for each day or portion thereof during which he is engaged in the performance of his duties. Such expenses and compensation shall be paid out of the treasury of the Authority upon vouchers signed by the chairman of the board or by such other person or persons as may be designated by the board for the purpose. ~~The Authority will be administered in such a fashion that the proceeds from the sales of any bonds will not be invested in a manner prohibited under § 103(d) of the Internal Revenue Code or any regulation thereunder.~~

§ 23-38.33. Powers.—The Authority is hereby authorized and empowered:

(a) To fix and revise from time to time and charge and collect interest and fees for loans made by it and applications therefor and for its other acts or undertakings;

(b) To issue revenue bonds of the Authority for any of its purposes, payable solely from the revenues or assets pledged for their payment or the guarantees of the State Education Assistance Authority or any comparable body, and to refund its bonds, all as provided in this chapter ~~, subject to the provision that the proceeds~~

~~of any bonds shall not be invested in any manner prohibited by § 103(d) of the Internal Revenue Code or any regulation issued thereunder~~ ;

(c) To borrow money in anticipation of the issuance of bonds, for any of its purposes and to issue notes, obligations or other evidences of such borrowing in such form as may be authorized by resolution of the Authority, such notes, certificates or other evidences of such borrowing to be payable in the first instance from the proceeds of any bonds issued under the provisions of this chapter and to contain on their face a statement to the effect that neither the Commonwealth nor any county, or municipality or other political subdivision of the Commonwealth shall be obligated to pay the same or the interest thereon, and that neither the faith and credit nor the taxing power of the Commonwealth or of any political subdivision thereof is pledged to the payment of the principal of or the interest on such bonds, and such notes, certificates or other evidences of borrowing may be sold in such manner, either at public or negotiated sale and for such price as the Authority may determine. The Authority may, in its discretion, retire any such loans by means of current revenues, or other funds, in lieu of retiring them by means of bonds;

(d) To establish rules and regulations concerning its acts and undertakings;

(e) To acquire, hold and dispose of personal property in the exercise of its powers and the performance of its duties;

(f) To make and enter into all contracts and agreements necessary or incidental to the performance of its duties and the execution of its powers under this chapter, including agreements with the United States government, or any agency thereof, or the Commonwealth of Virginia, or any agency thereof, for the insurance of such interests or rights as the Authority may acquire under this chapter;

(g) To employ, in its discretion, consultants, attorneys, accountants and financial experts, superintendents, managers and such other employees and agents as may be necessary in its judgment, and to fix their compensation to be payable from funds made available to the Authority by law;

(h) To receive and accept from any federal or private agency, corporation, association or person grants to be expended in accomplishing the objectives of the Authority, and to receive and accept from the Commonwealth, from any municipality, county or other political subdivision thereof and from any other source aid or contributions of either money, property, or other things of value, to be held, used and applied only for the purposes for which such grants and contributions may be made;

(i) To sue and to be sued; to have a seal and to alter the same at its pleasure; and to make and from time to time amend and repeal bylaws, rules and regulations not inconsistent with law to carry into effect the duties and purposes of the Authority;

(j) To do all other acts and things necessary or convenient to carry out the powers expressly granted in this chapter; provided, however, that nothing in this chapter shall be construed to empower the Authority to engage in the business of banking or insurance.

§ 23-38.36. Security for bonds.—In the discretion of the Authority any bonds issued under the provisions of this chapter may be secured by a trust agreement by and between the Authority and a corporate trustee, which may be any trust company or bank having the powers of a trust company within or without the Commonwealth. Such trust agreement or the resolution providing for the issuance of such bonds may pledge or assign the revenues or any guarantees to be received. ~~Such trust agreement or resolution, including covenants setting forth the duties of the Authority in relation to the making of student loans, shall be in compliance with the provisions of § 103(d) of the Internal Revenue Code.~~ It shall be lawful for any bank or trust company incorporated under the laws of the Commonwealth which may act as depositary of the proceeds of bonds or of revenues to furnish such indemnifying bonds or to pledge such securities as may be required by the Authority. Any such trust agreement may set forth the rights and remedies of the bondholders and of the trustee, and may restrict the individual right of action by bondholders. In addition to the foregoing, any such trust agreement or resolution may contain such other provisions as the Authority may deem reasonable and proper for the security of the bondholders. All expenses incurred in carrying out the provisions of such trust agreement or resolution may be treated as a part of the cost of the operation of the Authority or portion thereof.

§ 23-38.38. Moneys received deemed trust funds; investment.— All moneys received pursuant to the provisions of this chapter, whether as proceeds from the sale of bonds or as revenues, shall be deemed to be trust funds to be held and applied solely as provided in this chapter. The Authority shall, in the resolution authorizing the bonds or in the trust agreement securing such bonds, provide for the payment of the proceeds of the sale of the bonds and the revenues to be received by a trustee, which shall be any trust company or bank having the powers of a trust company within or without the Commonwealth, or the State Treasurer who shall act as trustee of the funds, and hold and apply the same to the purposes of this chapter, subject to such regulations as this chapter and such resolution or trust agreement may provide. The trustee may invest and reinvest such funds pending their need for student loan purposes in securities that are legal investments under the laws of the Commonwealth for public sinking funds, which shall mature, or which shall be subject to redemption by the holder thereof at the option of such holder, not later than twenty-four months after the date of such investment ~~, subject always to the provisions of § 103 of the Internal Revenue Code~~ .

*[ 2. That an emergency exists and this act is in force from its passage. ]*

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Official Use by Clerks

| | |
|---|---|
| **Passed by The Senate** | **Passed By The House of Delegates** |
| with<br>without amendment | with<br>without amendment |
| Date: .................................. | Date: .................................. |
| ..........................................<br>Clerk of the Senate | ..........................................<br>Clerk of the House of Delegates |

# DIRECTOR
# OF
# VIRGINIA EDUCATION LOAN AUTHORITY

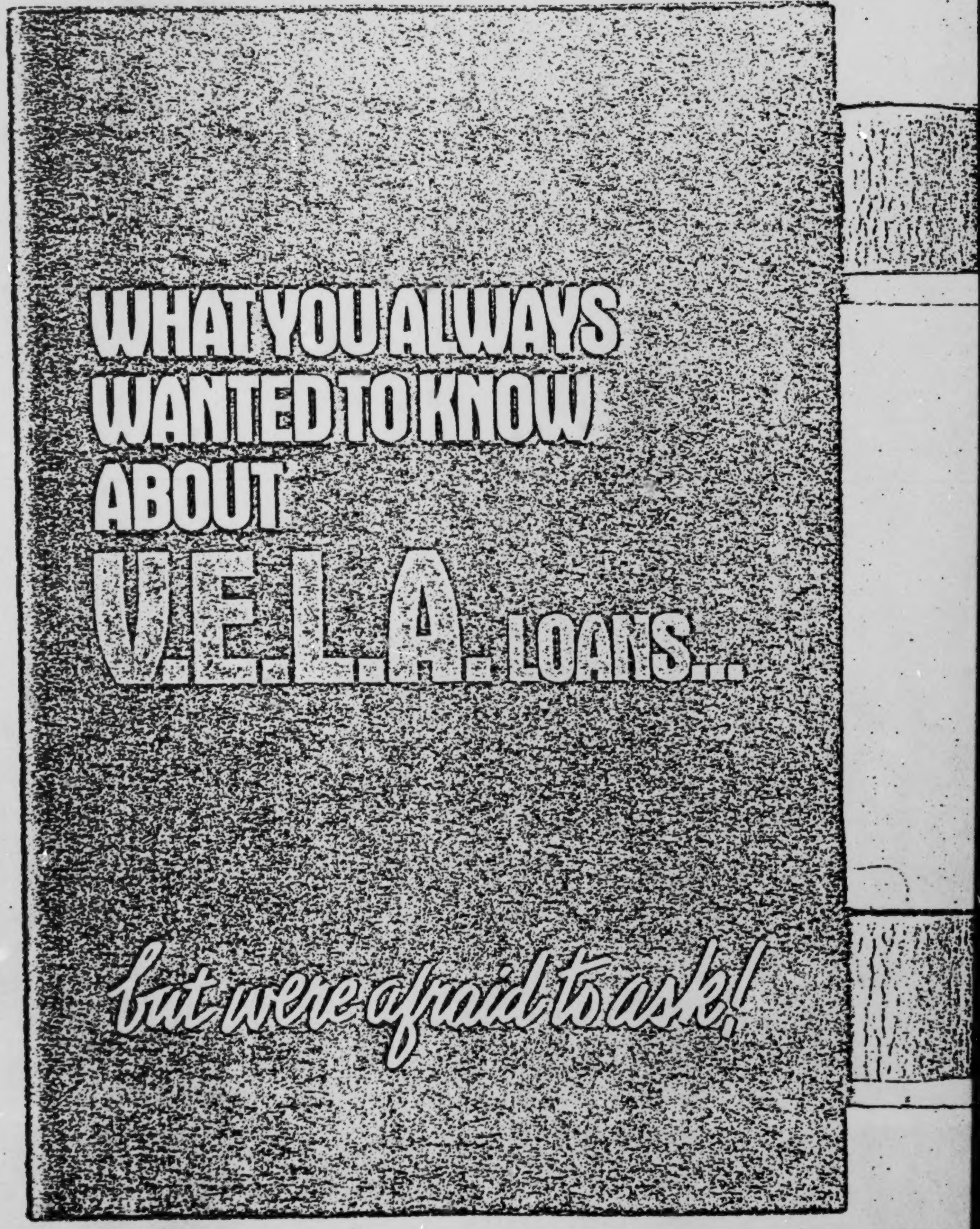
The Board of the Virginia Education Loan Authority is seeking candidates for the position of Director.

The Authority is a new State agency which is being activated to provide guaranteed loans to Virginia postsecondary students. The first Director will be responsible for the organization and operation of the Agency and its staff. A loan volume of approximately $15,000,000 is expected in the Authority's first year of operation.

The successful candidate must have a Bachelor's or higher degree and 5 to 7 years experience in business or college administration. Salary competitive. Applications and nominations should be submitted prior to April 15, 1977 to:

VELA Search Committee
P.O. Box 1475
Richmond, Virginia 23212

Virginia Education Loan Authority is an Equal Opportunity Employer



WHAT YOU ALWAYS WANTED TO KNOW ABOUT V.E.L.A. LOANS...

*but were afraid to ask!*

# V.E.L.A. LOAN PROGRAM

## Program Information and Procedures

### PURPOSE OF V.E.L.A. LOAN PROGRAM

The Virginia Education Loan Authority was created by Chapter 4.3 of the Virginia Code to provide a source of loans to eligible students who are unable to secure loans from private lenders. The funds for V.E.L.A. loans are derived from the sale of revenue bonds issued by the Authority.

### CONSIDERATIONS:

It is important to point out that a V.E.L.A. Loan is to be considered a supplemental form of assistance and not the first form of financial aid applied for to meet the educational costs of the institution. It is expected that every effort be made by the student to secure other assistance, such as, grants, scholarships and work programs before pursuing a loan. Your Financial Aid Officer will be happy to assist you in this area.

In considering such a loan, students, parents and counselors should be realistic in their use of loan funds to finance higher education expenses. A serious problem can arise during repayment if a student has borrowed too much from several sources requiring individually large or simultaneous repayments.

Loans are made only to students. *The student borrowers,* not their parents, are makers of the promissory notes which must be signed for all loans. Students are encouraged to borrow from *only one program* throughout their enrollment and should borrow from *only one lender* under the Guaranteed/Insured Student Loan Program authorized by the Higher Education Act of 1965, as amended.

## WHO MAY APPLY:

Students accepted for enrollment or enrolled in good standing at an eligible institution (college, university, community college or vocational school) that has signed a V.E.L.A. participation agreement may apply at the Financial Aid Office of the school they plan to attend for loans to help pay educational expenses.

## ELIGIBILITY REQUIREMENTS:

1. The student must be a Virginia resident for at least 30 days immediately preceding filing a loan guaranty application. Your are not considered a resident of Virginia if your residency is temporary in nature to attend a school in Virginia. Non residents are not eligible for V.E.L.A. Loans.

2. The student *must qualify* for federal interest benefits. The U. S. Office of Education will pay the interest for students eligible for federal interest benefits during the enrollment, grace and authorized deferment periods. A student is automatically eligible for interest benefits if he or she's family adjusted income is below $25,000. Additional details on qualification for interest benefits are available at the Financial Aid Office of the institution the student plans to attend.

3. The student must be attending an eligible institution on at least a half-time basis.

4. The loans must be eligible for guarantee by the State Guarantee Agency.

## INTEREST RATES:

The annual percentage rate on these loans is 7% simple interest. All borrowers become responsible for the payment of interest during the repayment period. During in-school and grace periods, the federal government pays the accruing interest.

## MAXIMUM AMOUNTS AVAILABLE:

*Per Academic Year:* The maximum loan for any academic year cannot exceed $2,500 ($1,250 for half-time students) for undergraduates or $5,000 ($2,500 for half-time students) for graduate/professionals *or* the total cost of education less other financial aid received. For undergraduate students the loan request cannot be more than 50% of the total educational costs for the loan period involved. The Virginia Education Loan Authority will determine the amount of each loan after consideration of the school's recommendations.

*Cumulative Maximum:* Students may not borrow a cumulative total of more than $7,500 for undergraduate studies (or vocational/technical training) nor $15,000 for undergraduate and graduate and professional studies.

## FEES:

There is a fee of ½% per annum of the principal amount of each loan payable to the Guarantee Agency for the guarantee of each loan. This amount is deducted from the first disbursement of the loan and paid to the Guarantee Agency on behalf of the student borrower. No other fees or other expenses prior to repayment are charged by the V.E.L.A. Loan Program in connection with these loans.

## APPROVAL AND CHECK PROCESS:

Both the student and the financial aid officer are notified when a loan is approved. A promissory note and disclosure statement is enclosed with each approval to the student and must be signed by the student, and returned to the Authority. Checks will *not* be mailed to the educational institution until a note is returned from the student borrower.

Loans covering a period exceeding six months will be paid in two equal disbursements. The second disbursement is provided at the half-way point of the educational period for which the loan was granted. Checks are made payable jointly to the student and the educational institution with the requirement that both parties endorse the check. Checks are mailed to the Financial Aid Office, and are to be applied wherever possible to the student's account for tuition, fees, books, room and board. Any remaining portion is allocated to the student for other educational and living expenses. Any overawarded or unused loan monies are to be returned to V.E.L.A. to apply against the student's account.

## TERMINATION OF STUDIES AND REPAYMENT:

Upon termination of enrollment, each borrower is allowed a nine-month grace period before a repayment schedule is established by V.E.L.A. Monthly payments must begin at the end of the grace period unless the Authority has authorized deferment because the borrower has reenrolled as a full-time student, has entered for up to 3 years in the full-time active armed forces (not Reserves or National Guard) of the U.S., Peace Corps or ACTION-type programs under Title I of the Domestic Volunteer Service Act of 1973, or is unemployed and seeking full-time employment. The authorized deferments are for only three years for serving in the armed forces, Peace Corps, and ACTION-type programs and one year for unemployment. Borrowers are encouraged to make at least partial payments during the authorized deferment periods and may prepay any or all of their loan(s) at any time without penalty. The amount of the monthly payment and the length of the repayment period are determined by the total amount to be repaid by the borrower. The maximum repayment period is 10 years to pay the loan balance in full.

Students are urged to carefully consider their anticipated expenses and income after graduation to determine how much they should be able to handle as a monthly educational-loan repayment. This should serve as a guide for the maximum amount they should borrow in student loan funds.

V.E.L.A.

## Examples of Monthly Repayment Schedules
## (Approximate Amounts)

| | 36 MONTHS | | | 60 MONTHS | | | 120 MONTHS | | |
|---|---|---|---|---|---|---|---|---|---|
| Loan Amount | Mon. Pay. | Total Pay. | Fin. Char. | Mon. Pay. | Total Pay. | Fin. Char. | Mon. Pay. | Total Pay. | Fin. Char. |
| $1,000 | $31 | $1,118 | $118 | | | | | | |
| 2,000 | | | | $40 | $2,394 | $394 | | | |
| 3,000 | | | | $60 | $3,590 | $590 | | | |
| 5,000 | | | | | | | $59 | $7,014 | $2,014 |
| 7,000 | | | | | | | $83 | $9,819 | $2,819 |
| 10,000 | | | | | | | $118 | $14,027 | $4,027 |

These repayment schedules may help in estimating how much a student will be expected to repay when the loan becomes due and payable. The repayment schedule for a specific student's loan(s) may be different from the examples shown above, depending on the total amount owed and the length of time allowed by federal regulations for repayment of the amount.

**VIRGINIA EDUCATION LOAN AUTHORITY**
104-106 N. Sixth St., Richmond, Va. 23219
Telephone No. (804) 786-1587

1 copy
New Cert

## CHAPTER 668

*An Act to amend and reenact §§ 23-14 as amended, and 63.1-85.4 of the Code of Virginia, relating to certain educational institutions as governmental instrumentalities and the Virginia Council for the Deaf; to amend the Code of Virginia by adding in Title 23 a chapter numbered 17 containing sections numbered 23-232 through 23-238; and to repeal §§ 23-156 through 23-164, as severally amended, and §§ 23-181.1 through 23-181.10 of the Code of Virginia, the added and repealed sections relating to the Virginia School for the Deaf and Blind and the Virginia School at Hampton.*

[H 977]

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Approved APR 2 1977

Be it enacted by the General Assembly of Virginia:

1. That §§ 23-14 as amended, and 63.1-85.4 of the Code of Virginia are amended and reenacted and that the Code of Virginia is amended by adding in Title 23 a chapter numbered 17, containing sections numbered 23-232 through 23-238, as follows:

§ 23-14. Certain educational institutions declared governmental instrumentalities; powers vested in majority of members of board.—The College of William and Mary in Virginia, at Williamsburg; the rector and visitors of Christopher Newport College; ~~the board of visitors of the Virginia School at Hampton;~~ the Virginia Institute of Marine Science, at Gloucester Point; Longwood College, at Farmville; the Mary Washington College, at Fredericksburg; Clinch Valley College of the University of Virginia, at Wise; George Mason University, at Fairfax; the Madison College, at Harrisonburg; Old Dominion University, at Norfolk; the State Board for Community Colleges, at Richmond; the Virginia Commonwealth University, at Richmond; the Radford College, at Radford; the rector and visitors of the University of Virginia, at Charlottesville; the Virginia Military Institute, at Lexington; the Virginia Polytechnic Institute and State University, at Blacksburg; ~~the Virginia School for the Blind, at Charlottesville;~~ the Virginia ~~School~~ *Schools* for the Deaf and *the* Blind ~~, at Staunton~~ ; the Virginia State College, at Petersburg; Norfolk State College, at Norfolk; and the Woodrow Wilson Rehabilitation Center, at Fishersville; and the Eastern Virginia Medical Authority, are hereby classified as educational institutions and are declared to be public bodies and constituted as governmental instrumentalities for the dissemination of education. The powers of every such institution derived directly or indirectly from this chapter shall be vested in and exercised by a majority of the members of its board, and a majority of such board shall be a quorum for the transaction of any business authorized by this chapter. Wherever the word "institution" is used in this chapter it shall be deemed to include "Authority" and the word "board" shall be deemed to include the members of the Authority.

### *CHAPTER 17.*

### *The Virginia Schools for the Deaf and the Blind.*

*§ 23-232. A. There is hereby established the Board of Visitors of the Virginia Schools for the Deaf and the Blind, hereafter in this chapter sometimes referred to as "the Board," which shall be a corporation under the name of "the Virginia Schools for the Deaf and the Blind."*

B. The Board shall consist of eleven members appointed by the Governor subject to confirmation of the General Assembly, provided that the members of the Board of Visitors of the Virginia School for the Deaf and the Blind and the members of the Board of Visitors of the Virginia School at Hampton in office on the effective date of this act shall be the members of the Board of Visitors of the Virginia Schools for the Deaf and the Blind until the terms for which they were appointed to such boards of visitors expire. Thereafter members of the Board shall be appointed for terms of four years except that a vacancy occurring other than by expiration of term shall be filled for the unexpired term. No person shall be eligible to serve more than two successive terms; provided that a person heretofore or hereafter appointed to fill a vacancy may be appointed for two additional terms. Incumbency on the effective date of this act shall constitute the first of two terms with respect to eligibility for reappointment.

C. The Board shall elect one of its members as its president, and one as its vice-president. The Board shall appoint a secretary, who shall keep an accurate record of the proceedings of the Board and of the executive committee of the Board, should one be created by the Board.

D. The Board shall have at least two meetings annually and such other meetings as it shall prescribe. The time and place of such meetings shall be fixed by the Board. A special meeting may be called at any time by the president or any three members of the Board, notice of the time and place of such meeting being given to the other members.

§ 23-233. A. All the real estate and personal property now existing and heretofore standing in the name of the Visitors of the Virginia School at Hampton or of the Virginia School for the Deaf and the Blind shall be transferred to and be known and taken as standing in the name and be under the control of the Virginia Schools for the Deaf and the Blind. Such real estate and personal property shall be the property of the Commonwealth. All rights, duties, contracts and agreements of the Visitors of the Virginia School at Hampton and of the Virginia School for the Deaf and the Blind as of July one, nineteen hundred seventy-eight, are hereby vested in the Board which shall thenceforth be responsible and liable for all the liabilities and obligations of each of its predecessor corporations. Any gift, grant, devise or bequest made prior to July one, nineteen hundred seventy-eight, to the Virginia School at Hampton or the Virginia School for the Deaf and Blind shall be held by the Board for the school to which made. The Board shall have the power to take, hold, receive and enjoy any gift, grant, devise or bequest hereafter made to the Virginia Schools for the Deaf and the Blind, the same to be held for the school, uses and purposes designated by the donor, if any, or if not so designated, for the general purposes of the Board, whether given directly or indirectly, and to accept, execute and administer any trust in which it may have an interest under the terms of the instrument creating the trust.

B. The Board shall be charged with the care of property under its control and with the supervision, direction and control of the Virginia School at Hampton and the Virginia School for the Deaf and the Blind at Staunton. It shall direct and do, or cause to be done by officers, agents, and employees appointed by it, all things necessary or expedient for promoting the objects of such schools not inconsistent with law. The Board may provide rules and regulations for the government of such schools setting forth in the rules and regulations the duties of all such officers, agents and employees.

C. The Board shall appoint the superintendent, other officers and the faculty of each school. Each superintendent shall be appointed every two years and the other officers and faculty annually, all to be elected with reference to their professional qualifications and character. The Board may remove at any time such superintendents, faculty, and, subject to the provisions of Chapter 10 of Title 2.1, other officers, causing to be entered upon its records the order of removal together with the cause of the removal. Each superintendent, with the approval of the president of the Board, shall have authority to fill vacancies in positions appointed by the Board occurring between meetings of the Board.

§ 23-234. A. The Board shall prepare and submit to the Board of Education each year prior to the first day of July, the curricula of the schools under its control. The curricula shall be prepared in such detail as may be prescribed by the Board of Education, and shall not be amended or changed without the approval of the Board of Education.

*B. One member of the staff of the State Department of Education shall be designated by the Superintendent of Public Instruction to serve as consultant to the Board on matters pertaining to instruction and shall keep the Board informed of requirements for accreditation by the Board of Education. The technical services of the Department of Education shall be available to assist the Board in meeting specific instructional needs. The Virginia Council for the Deaf and the Virginia Commission for the Visually Handicapped shall provide consultant services upon request of the Board.*

*C. The Board shall make an annual report to the Board of Education on forms prescribed by the Board of Education. This report shall show receipts and disbursements, educational offerings and other pertinent information pertaining to the general operation of the schools for each fiscal year ending June thirty. A synopsis of this report shall be included in the annual report of the Superintendent of Public Instruction.*

*§ 23-235. The fiscal year of the schools under the control of the Board shall end on the thirtieth day of June, and accounts shall be made up to such time. The Board shall see that the accounts are kept in such a manner that the Comptroller can secure any data which he may require at any time.*

*§ 23-236. A. Upon the effective date of this chapter and thereafter not less often than every five years, the Board shall provide for an in-depth study of the administration structure, funding, educational programs and use and condition of facilities at the schools under its control. The Department of Education is authorized to assist the Board with these studies from such funds as may be available for this purpose.*

*B. The Board shall adopt a policy governing both schools for the transportation of students to permit frequent home visits by students.*

*§ 23-237. A. The Virginia School for the Deaf and the Blind at Staunton shall provide an educational program for deaf children from preschool through grade twelve and an educational program for blind children from preschool through grade eight. The Virginia School at Hampton shall provide an educational program for deaf children from preschool through grade eight, an educational program for blind children from preschool through grade twelve, and an educational program for multi-handicapped children whose primary disability is either blindness or deafness from preschool through grade twelve. The preschool programs may be residential or nonresidential or both in the discretion of the Board. At each school the programs for the education of the deaf and the programs for the education of the blind shall be separate and distinct. As used in this section "multi-handicapped children" shall mean children who have two or more major handicapping conditions so severe that their particular educational needs require unique and special services or whose combination of severely handicapping conditions requires extraordinary programs or services or both to meet their particular educational needs.*

*B. Persons between the ages of two and twenty-one shall be eligible for educational services provided by the schools.*

*C. There shall be no charge for the education of pupils, but fees for student activities may be charged at the Board's discretion.*

*D. The Board may establish geographic attendance zones to determine the school each student shall attend through grade eight; provided that the younger siblings of a child in high school may attend the same school as the child in high school for the convenience and comfort of both children and parents and provided that multi-handicapped students whose primary disability is either blindness or deafness shall attend the Virginia School at Hampton.*

*§ 23-238. The Board shall prescribe procedures, which conform to educational criteria established by the Board of Education, for determining admission to the Virginia School at Hampton and the Virginia School for the Deaf and Blind at Staunton and for reviewing at least annually the appropriateness of the placement of each person attending either such school.*

§ 63.1-85.4. Powers and duties of Council.—The Council shall act as a bureau of information to the deaf, to State agencies and institutions providing services for the deaf, local agencies of government, and other public or private community agencies and programs. In this respect the Council shall:

(a) Inform the deaf of the availability of the provisions of the Virginia Council for the Deaf and such other services available for the deaf at all levels of government;

(b) Establish a framework for consultation and cooperation among the State agencies and institutions represented on the Council;

(c) Advise the several agencies and institutions represented on the Council concerning the administration of, preparation of regulations for and operation of their programs;

(d) Continuously study the handicapping problems of deaf of all ages, review the administration and operation of the various programs for deaf in the Commonwealth and make recommendations with respect thereto to the several agencies and institutions represented on the Council as the Council deems necessary and proper;

(e) Make and submit to the Governor and the General Assembly annual reports of its finding and recommendations;

(f) Conduct independent evaluations of programs for the deaf in the Commonwealth and publish and distribute the results thereof;

(g) The Council may obtain the services of such professional, technical and clerical personnel as may be necessary to enable them to carry out its function under this section and to contract for such services as may be necessary to carry out its evaluation functions;

(h) The Council shall cooperate with the schools for the deaf as provided for in ~~§§ 23-156 to 23-164 and §§ 23-181.1 through 23-181.10~~ *Chapter 17 of Title 23 of the Code* insofar as may be practicable.

2. That §§ 23-156 through 23-164, as severally amended, and §§ 23-181.1 through 23-181.10 of the Code of Virginia are repealed.

3. That this act shall become effective July one, nineteen hundred seventy-eight.

President of the Senate

Speaker of the House of Delegates

Approved:

Governor

August 9, 1977

# THE MERGER OF THE VIRGINIA SCHOOL FOR THE DEAF AND BLIND AND THE SCHOOL AT HAMPTON

## A PLAN FOR THE IMPLEMENTATION OF H.B. 977

1. The Secretary of Education meets with school superintendents and other appropriate persons (e.g., chairpersons of each board) to establish time frames and general procedures, and set dates for future meetings. In addition, the meeting will allow persons attending to raise questions and identify concerns which should be addressed during the planning process and merger.

2. The superintendent of each school meets with his board to complete the following:

    a. Identification of issues enumerated in H.B. 977 which are mandated components of the merger of the two schools.

    b. Identification of additional issues which are of primary importance as a component of the merger of the two schools.

    c. Identification of obstacles which might impede progress of the merger.

    d. Suggestions of dates for a meeting of the two boards.

3. The board of each school sends the Secretary of Education a memorandum that provides answers to a,b,c, and d of number 2.

4. The Secretary of Education, using H.B. 977 and memoranda sent to him from each school, establishes the date for the first meeting between the two schools and provides an agenda for the meeting. In addition, the Secretary of Education provides a list of issues which need the attention of the joint board (the board may add to this list).

5. The joint board meets and takes action on the agenda, which action includes the following:

    a. Review of issues mandated in H.B. 977.

    b. Review of other issues, including those contained in the memoranda from the boards of the two schools to the Secretary of Education, and those provided earlier by the Secretary of Education.

    c. Development and implementation of a plan of action for addressing the mandated issues and other issues selected for address by the joint board from its issue review.

    d. Establishment of a date and an agenda for the next meeting of the joint board.

6. A staff committee, consisting of representatives from each school, is established by the superintendents to make recommendations to the joint board on the identified issues, such as curriculum and school operations (e.g., budget personnel, administration, etc.). Several meetings may be necessary.

7. The joint board at each meeting reviews recommendations related to specific issues, and a report of its actions is forwarded to the Secretary of Education.

8. The Secretary of Education reviews all reports from the joint board and responds to the joint board on the progress achieved.

9. A summary report of the merger activities of the joint board is sent to the Secretary of Education.

10. Each Superintendent goes back to his school and prepares for implementation of all actions which have been approved by the joint board.

11. The merger between the two schools for the deaf and blind becomes effective (July 1, 1978), and all actions necessary for implementation become operational and finalized.

During the planning process, the Secretary of Education will consult periodically with the Superintendents of the two schools to monitor the progress of activities designed to facilitate an effective merger.

The timetable of activities related to the merger should take into consideration the approval of a substantial number of recommendations by the joint board no later than early December, so the Secretary of Education will have access to information of a substantive nature to report to the Legislature if requested to do so.

J. Price

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COMMONWEALTH of VIRGINIA
*Office of the Governor*
*Richmond 23219*

Dr. Robert R. Ramsey, Jr.
Secretary of Education

August 23, 1977

MEMORANDUM

TO: Mrs. Joseph R. Nutt, Jr.
Mr. John R. Smyth

FROM: Bob Ramsey and Jim Price

SUBJECT: Merger Mandated by House Bill 977

Attached is a compilation of issues which were identified on August 17. Please share these issues with your Board, identifying any additional issues which should be addressed by the two boards as part of the merger discussions.

As agreed on August 17, each Superintendent should send to the Secretary of Education a copy of his School's rules and regulations as well as a copy of his School's admission policies.

Thank you for your cooperation and assistance. We look forward to working with you on the merger in the months ahead.

RRRJr/ja
Attachment
cc: Messrs. Fleshood, Handy, Marechal, McConnell,
Scott, and Shinpaugh

## Issues/Needs Relating to Merger Mandated in HB 977
(Identified as of 8/17/77)

1. Need for a briefing on educational programs of the two Schools for current board members who will serve on the new board

2. Definition of the terms "major" and "severely" handicapping condition to facilitate program planning and the formulation of admission guidelines for the multi-handicapped student

3. Discussion with the State Department of Education for guidance on § 23-234 of HB 977

4. Discussion of consistent approaches to such matters as programs, budget requests (§ 23-237B in particular), and capital outlay needs

5. Review of legal implications of (1) transferring property to the new board (§ 23-233) and (2) charging fees (§ 23-237C)

6. Need for planning prior to July 1, 1978 with respect to requirement of § 23-236

7. Need to apprise the new Governor of the necessity of appointing new board members in a timely manner so that HB 977 can be effectuated*

8. Establishment of a mechanism (working group? ) representing both Boards/Schools to address issues relating to merger prior to July 1, 1978 (Secretary Ramsey has volunteered the staff services of Jim Price of his office)

9. Possibility of two existing boards informally taking action on issues which need to be addressed by the new board prior to July 1, 1978

* After the new Board has been appointed, need to address its organization (Executive Committee? Secretary? ), schedule and place of meetings, responsibility for establishing agenda, etc.

# AGENDA

## Meeting of the Virginia Schools for the Deaf & Blind

August 17, 1977

Cabinet Conference Room 2:00 p.m.

1. The Secretary of Education meets with Board Chairmen, School Superintendents and other appropriate persons to identify items which should be addressed during the planning process and merger, to establish time frames and general procedures, and to set dates for future meetings.

2. The Board Chairman and Superintendent of each school meet with their board to accomplish the following:

   a. Identification of issues enumerated in H.B. 977 which are mandated components of the merger of the two schools.

   b. Identification of additional issues which are of primary importance as a component of the merger of the two schools.

   c. Identification of special challenges related to the merger.

   d. Suggestions of dates for a meeting of the two boards.

3. The Board of each school sends to the Secretary of Education a memorandum that provides information requested in a, b, c, and d of number 2 above.

4. The Secretary of Education, using H.B. 977 and information provided by each board establishes the date for the first meeting of the two boards and prepares an agenda for the meeting. In addition, the Secretary of Education prepares a list of issues which need the attention of the joint interim board (the board may add to this list).

# Agenda

## Meeting of the Virginia Schools for the Deaf and the Blind

November 9, 1977

I. Guidance from Mr. Micklem on Sections 23-234,236, and 238 of H.B. 977

II. Legal Implications of Transferring Property to the New Board

  A. Inventory of all real estate and personal property held by both Schools

  B. Cost of all real estate and personal property held by both schools

III. Procedures for Reviewing Specific Issues Relating to Merger Prior to July 1, 1978

  A. Definition of major and severely handicapping condition

  B. Requirements for admission (general and specific)

  C. Transportation policy

  D. Rules, regulations, and procedures (e.g., similar contracts for both schools)

  E. Other

IV. Desirability of Review of Two Schools by Outside (i.e., non-Virginian) Consultants

V. Review of Recommendations for the Two Schools in Earlier Studies

January 16, 1978

## Meeting of the Virginia Schools for the Deaf and the Blind

### Agenda

I. Introductions

II. Review of Issues Which Need the Attention of the Two Boards

III. Rules, Regulations, and Procedures Which Are Needed for Both Schools

  A. Coordinated calendar for the school year

  B. Consistent approaches to such matters as programs, budget request, and capital outlay needs

  C. Consistent policies which affect personnel

IV. Presentation of Draft Policy Related to Teacher Contracts by the Two Superintendents

V. Establishment of Date, Time, and Place for Briefing Current Members who will Serve on the New Board

  A. Programs

  B. Policies

  C. Curricula

  D. Budget Request

VI. Liabilities and Obligations which are Being Transferred to the New Board

VII. Establishment of a Timetable for Accomplishing Various Tasks Before the July 1, 1978 Merger Date

  A. Completion of list of curriculum offerings by both Schools

  B. Completion of a transportation policy

  C. Completion of a comprehensive annual reporting form to implement Section 23-234-C

  D. Completion of procedures by the State Board of Education to implement Section 23-238

  E. Completion of a list of federally funded programs for both Schools

  F. Completion of inventory and cost data related to real estate and personal property at both Schools

VIRGINIA SCHOOL AT HAMPTON
700 SHELL ROAD
HAMPTON, VIRGINIA 23661

## BOARD MEETING

AGENDA

20 FEBRUARY 1978

1. Meeting Call to Order.
2. Greetings - Mr. Smyth.
3. Minutes of Last Meeting.
4. Progress Reports:
    a. Superintendents met with Mr. Micklem in Richmond, February 6, 1978.
    b. Superintendents and Principals met in Staunton, February 7, and in Hampton on February 13, 1978.
        1) Admissions Policy
        2) Transportation Policy
        3) Contracts for Teachers
        4) Calendar for School Year
        5) Administrative Routines
5. Mission Statements
    Mr. Joe Shinpaugh
    Mr. Wm. J. McConnell
    Mr. Jim Micklem
    Mr. Rob Lockridge
    Mr James E. Price
6. General Discussion.
7. Announcements.
8. ADJOURNMENT.

Forms Management

COMMONWEALTH of VIRGINIA

RICHARD C. MOSCHLER, JR.
DIRECTOR

*Department of Management Analysis*
*and Systems Development*
*201 Eighth Street Office Building*

RICHMOND, VIRGINIA 23219
(804) 786 6041

March 21, 1977

**MEMORANDUM**

TO: Heads of All State Agencies and Institutions

SUBJECT: Forms Management Program

Executive Order No. 52 of 1977, creating the Virginia Forms Management Program requires each Agency Head to establish and administer a continuing program for the economical and efficient management of forms within his respective agency.

Secretary Rowe's memo of March 10 advised you that an Executive Order on Forms Management would be forthcoming. You were informed that the program will require assigning responsibility for implementation to a specific top-level person within your organization. We are now asking that you designate a Forms Management Officer by April 13 and submit that individual's name to the Department of Purchases and Supply. Each Forms Management Officer will then appoint a forms representative from each of the operating divisions that generate forms, to serve on a committee.

Two other dates demand your attention. By May 31, each agency shall compile a catalog of all forms originating there. They will then forward a catalog listing to the Department of Purchases and Supply. Each Forms Review Committee shall, by August 31, determine the justification for those forms that were collected.

The Department of MASD is preparing a series of manuals to assist you in the implementation of this program. The attached material, comprising Administrative Manual No. 1, sets objectives, assigns responsibilities and prescribes procedures that are specifically concerned with the collection of forms and with the creation of numerical and functional files. Forthcoming manuals will relate to forms analysis, forms design and forms inventory management.

MASD is serving as a consulting resource to the Department of Purchases and Supply. Its involvement in this program is a logical extension of one of the roles assigned to it by the Code of Virginia, Title 2.1, Chapter 28, Sections 2.1-407 and 2.1-410; to develop recommendations, to reduce costs and to increase productivity within the Commonwealth agencies and institutions. We feel certain that the implementation of this program will bring about those desired results.

If any questions or problems arise, contact Norm Hanna at the Department of Purchases and Supply (786-2449) or Merrill Blatt at the Department of MASD (786-6044).

R. C. Moschler Jr
Richard C. Moschler, Jr., Director
Department of Management Analysis
and Systems Development

Philip R. Brooks
Philip R. Brooks, Director
Department of Purchases and Supply

4
APR 1977
RECEIVED
[illegible]
CABINET

COMMONWEALTH of VIRGINIA
*Office of the Governor*
*Richmond 23219*

Mills E. Godwin, Jr.
Governor

## EXECUTIVE ORDER NUMBER FIFTY-TWO (77)

In recognition of the ever increasing proliferation of forms and paper flow, I, Mills E. Godwin, Jr., direct the Secretary of Administration and Finance to immediately take all necessary steps to establish an interagency function to be designated the Virginia Forms Management Program. This program shall be broadly administered under the Secretary's direction by the Department of Purchases and Supply (DPS) with the assistance of the Department of Management Analysis and Systems Development (DMASD) and shall include the following provisions:

1. Each agency shall, by May 31, 1977, compile a catalog of all forms which it originates for either internal or external use. The compilation shall be in accordance with instructions and guidelines for the Statewide forms management program.

2. Each agency shall establish a forms review committee to determine the justification for each form. Each justification shall be reviewed and approved by the committee. Forms deemed to be unjustified shall be abolished no later than August 31, 1977, and shall not again be used unless the justification is reevaluated and accepted.

3. Each agency head shall assign responsibility for forms management to a specific top level individual who shall be chairman of the committee and who shall report directly to the agency head.

4. Each agency head shall periodically review the progress of this effort with the Secretary responsible for the agency.

The Department of Purchases and Supply shall furnish to the Secretary of Administration and Finance quarterly reports indicating the total number of forms cataloged, the number eliminated, the number simplified, and the number added. To the fullest extent possible, the total costs associated with State forms shall be determined.

This, and such other related information as appears relevant to a program of cost reduction and efficiency improvement shall be made available to the Governor's office quarterly.

All agencies are directed to cooperate fully with the Secretary of Administration and Finance, the Department of Purchases and Supply, and the Department of Management Analysis and Systems Development, in the development and implementation of this program.

Given under my hand and the Seal of the Commonwealth of Virginia this fourteenth day of March, 1977.

Mills E. Godwin, Jr.
Governor

Attested:

Patricia R. Perkinson
Secretary of the Commonwealth

MAR 1977

NUMERICAL REGISTER

| Functional File # | Permanent Form # | Temporary Form # | Replacing Old Form # | Form Name | Division/Section Generating it |
|---|---|---|---|---|---|
| | | | | | |

Appendix A

ROBERT CLARK, FORMS MANAGEMENT OFFICER
SECRETARY OF EDUCATION

# Virginia
# FORMS MANAGEMENT PROGRAM

## CALENDAR

| Secretarial Area | When | Where |
|---|---|---|
| Administration & Finance | June 20 | Howard Johnson's<br>3207 North Boulevard |
| Commerce & Resources | June 22 | Howard Johnson's<br>3207 North Boulevard |
| Education | June 24 | Sheraton Motor Inn<br>Belvidere & Franklin Sts. |
| Human Resources<br>Public Safety<br>Transportation<br>Legislative Agencies | June 27 | Howard Johnson's<br>3207 North Boulevard |

## INSTRUCTORS

- Merrill Blatt, Management Consultant, Department of MASD
- R. Lee Watlington, Data Systems Manager, Department of Agriculture and Commerce
- Trish Paz, Graphic Communications Analyst, Wheat First Securities
- Mike Council, Operations Officer, F & M
- Norm Hanna, State Printing Management Coordinator, Department of Purchases and Supply
- Clay Secor, Industrial Engineer, Special Projects, Philip Morris, USA

NOTE: Executive Order No. 1 requires that all State employees have an equal opportunity for training and development activities. The Management Development and Training Service of the Commonwealth of Virginia is supported in part by a grant from the U.S. Civil Service Commission under the Intergovernmental Personnel Act of 1970.

## BACKGROUND

In compliance with Executive Order No. 52, Virginia State government is now in the initial stages of implementing the Virginia Forms Management Program. The Department of Management Analysis and Systems Development (MASD) and the Department of Purchases and Supply (P&S) have prepared a series of administrative manuals which are designed to assist Forms Management Officers and Forms Representatives in their forms-related activities. To supplement these manuals a workshop is being offered to acquaint Officers and Representatives of the fundamentals of Forms Design and Forms Analysis. This training program is offered to enable participants to effectively apply the knowledge gained to the important and continuing review process.

## CONTENT: THE OBJECTIVES OF THE SEMINAR ARE:

- To identify forms which can be eliminated.
- To identify poorly designed forms.
- To apply design techniques to increase clerical efficiency.
- To consolidate forms serving same purposes.
- To understand the basics of printing specifications and procurement procedures.

## CONTENT: THE TOPICS DISCUSSED WILL BE:

- Types of forms.
- Relationship between forms design and clerical efficiency.
- Importance of Forms design in forms management.
- Essentials of Forms layout and design.
- Forms printing specifications and procurement.
- Opportunities for standardization, consolidation and elimination of Forms.

## METHOD

These topics will be covered through lectures, visual aids, sample forms and open discussion.

This is a one day workshop (8:30–4:30) Lunch is provided.

## ELIGIBILITY

This workshop is targeted toward each agency's Forms Management Officer. The Forms Management Officer may also select ONE Forms Representative from the agency Forms Review Committee to attend the workshop.

## NOTIFICATION

Each agency Forms Management Officer will notify Merrill Blatt, Department of MASD, 201 Eighth Street Office Building, Richmond, Virginia, 23219, of his/her attendance (and the attendance of one Forms Representative if desired) at the appropriately designated workshop listed in this brochure. Notification should be received by Merrill Blatt at least 10 days prior to the appropriate workshop.

## SPONSORSHIP

This training program is sponsored by the Department of Management Analysis and Systems Development and the Department of Purchases and Supply with the financial and administrative assistance of the Management Development and Training Service (MDTS), Department of Personnel and Training.

Appendix D

## FUNCTIONAL INDEX REPORT

| Functional File No. | Subject Sub-classification | To Acknowledge | To Agree | To Apply | To Authorize | To Cancel | To Certify | To Claim | To Estimate | To Follow-up | To Identify | To Instruct | To Notify | To Order | To Record | To Report | To Request | To Route | To Schedule | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 |
| 3 | Accounting | | | | | | | | | | | | | | | | | | | |
| 1 | Budget | | | | | | | | 2 | | | | | | | | | | | |
| 2 | Expenditures | | | | | | | | | | | | | | | | | | | |
| 3 | Receipts | | | | | | | | | | | | | | | | | | | |
| 4 | Statement | | | | | | | | | | | | | | | | 20 | | | |

COMMONWEALTH of VIRGINIA
*Office of the Governor*
*Richmond 23219*

Mills E. Godwin, Jr.
Governor

May 11, 1977

MEMORANDUM

TO: Dr. Robert R. Ramsey, Jr.
Secretary of Education

Dr. Woodrow W. Wilkerson
Secretary of Human Resources

FROM: Mills E. Godwin, Jr.

SUBJECT: Report of the Committee on Education of the Handicapped

I attach copies of a letter dated April 28 from the chairman of the Committee on Education of the Handicapped together with a resolution adopted by that committee on April 20, and my reply to the chairman.

Inasmuch as this pertains to matters involving agencies under your joint supervision, I am hereby requesting Dr. Ramsey to take the primary responsibility, in cooperation with Dr. Wilkerson, to implement the committee's recommendations as promptly as practicable and, in any event, in ample time for the findings to be presented prior to the 1978 session of the General Assembly. I understand that each of you has heretofore been supplied with a copy of the Shanholtz report.

COL:tg
Enclosures

# VIRGINIA STATE PLAN FOR THE IDENTIFICATION AND DIAGNOSIS OF HANDICAPPED CHILDREN

R

## INTRODUCTION

Legislation (Section 22-10.4, Code of Virginia) enacted by the 1972 session of the Virginia General Assembly mandates a program of special education for all handicapped children, ages 2-21, residing in the Commonwealth.

The delivery of services for handicapped children has been a function of various state and local agencies for many years. There, however, is a need to coordinate this effort in order to fulfill the intent of the 22-10.4 legislation. The Virginia Developmental Disabilities Planning and Advisory Council assumed a responsibility for the facilitation of the collaboration among the State Department of Education, the State Health Department, the Department of Mental Health and Mental Retardation and various other State agencies and local public and private organizations and individuals. The plan selected to implement a collaborated program was to identify existing programs from the various agencies which presently serve handicapped children, to coordinate these services, and to expand these services, as appropriate, according to the availability of funds.

## Responsibilities of Department of Education and Local School Divisions

Section 22-10.4, Code of Virginia, requires the Board of Education to prepare and place in operation a program of special education designed to educate and train handicapped children between the ages of two and twenty-one. Basically, this program consists of State financial assistance to local school divisions for special education programs they operate in accordance with rules, regulations and guidelines established by the Board of Education. In order for local school divisions to provide appropriate programs for their handicapped children, it is essential that such children be located at an early age and be provided with comprehensive evaluations and diagnosis. This information is necessary in order that school officials can design the most appropriate special education programs to best meet the individual needs of each child.

Local school boards do not employ the essential health professional personnel necessary to provide the comprehensive evaluation required and, therefore, must rely on expanding the system operated by the Health Department for this information.

Responsibilities of Department of Mental Health and Mental Retardation

As a collaborating agency in the implementation of section 22-10.4, the Department of Mental Health and Mental Retardation will provide specialized diagnostic services through the facilities of local Mental Health and Mental Retardation Services (Chapter 10) Boards, and Mental Hygiene clinics and centers. In those service areas in which the local Mental Hygiene/Mental Health Center are under the administrative control of the Mental Health and Mental Retardation Board, service arrangements will be made with representatives of the local clinic/center. In those service areas in which there currently are not clinic services, arrangements for the provision of service will be made with representatives of the local Mental Health and Mental Retardation Services Board.

Responsibilities of State and Local Health Departments

The State Health Department (State-Local Coordinated Health System) has been designated by consensus of the collaborating agencies to be the agency to serve as the point of entry into a program to identify and diagnose handicapped children. The State/Local Health Departments were selected to serve as the point of entry because of the present existence of a statewide system providing health care services for children representing a coordinated effort between the State and Local communities. Local health departments provide case detection, health screening examinations, and preliminary evaluation for children suspected of having a handicapping condition who have not had previous casefinding or diagnostic service. These units also provide appropriate additional health screening examinations and evaluation services for children with previous services whose evaluations do not include total health screening information.

In addition, the State Health Department provides specialized health services for children processed by local health departments. These specialized health services include diagnosis, evaluation and selected treatment which are related to the development, habilitation, and growth of the child through its Child Health program, and diagnostic and treatment services related to specific health conditions through its Crippled Children program.

## Informing the Public

The Department of Education has the primary responsibility of informing families of the provision for 22-10.4, Code of Virginia. The tentative procedure agreed upon by the State Health Department and the Department of Education to inform the public is as follows:

(A) A letter will be sent from the office of the State Superintendent of Public Instruction based on information made available from the Bureau of Vital Statistics of the State Health Department informing the parents of children born in Virginia of the provisions of Education Code 22-10.4.

(B) Parents of suspected handicapped children will be asked to contact the office of the Local Division Superintendent of Public Schools in their school district.

(C) The Local Division Superintendent of Public Schools will advise parents, by letter, of the appropriate and necessary conditions which must be fulfilled in order for their child to receive special educational services. The parent will be given the option of receiving health services from the State/Local Health Department or through other appropriate resources. Private services and facilities can and should be used by anyone who is able to afford same whenever such services and facilities are available. Specialized treatment and diagnostic services and facilities in certain areas may only be available through Health Department channels. State/Local Health Department services and facilities can be utilized whenever the families are eligible for such services.

(D) A copy of the letter to parents from the office of the Local Division Superintendent will be sent to the Local Health Department.

Based on the information provided by the office of the local school superintendent, a list of parents using services from the State Health Department will be sent to the office of the local Division Superintendent of Public Schools. The office of the local Division Superintendent of Public Schools will have the primary responsibility of follow-up on cases who do not use the health services of the State Health Department. The School Division, through its special services staff, will have the primary responsibility for identification of the school-aged handicapped child and referring for diagnosis, when appropriate, through the Health Service System of the local health department.

## HEALTH CARE SERVICES FOR CHILDREN

The integrated interagency system for the delivery of health services under Section 22-10.4 is designed to function as a part of the delivery of total health care services for children. Total health care services include not only those specifically required for the 22-10.4 program, but those services relevant to specific health conditions which are not necessarily influencing factors in programming for the educational growth of handicapped children.

The State Health Department program serves to provide services which are relevant to the health factors in a handicapping condition but is not designed to provide services which are essentially and primarily educational in nature or solely directed to the fulfillment of educational requirements. The philosophy of the State Health Department program is that a child should not be diagnosed as having a handicapping condition until after the completion of a total health evaluation which concerns itself with the medical, psychological, sociological, and educational factors relevant for a particular child. The State Health Department program is, therefore, designed to provide health services not otherwise available to suspected handicapped children.

## "BASIC FEATURES OF THE HEALTH CARE SERVICES FOR CHILDREN PROGRAM"

The health program relevant to children services consists of two major types of services:

I Entry services.

II Special health services.

## I ENTRY SERVICES

Entry services include initial contact with families, case identification of children suspected of having a handicap and health screening examinations. For children who receive health services from the Local Health Department, the staff uses pediatric screening procedures to perform a total health screening examination. For children who have previously been identified as having a suspected handicapping condition by non-health department resources, the Local Health Department staff utilizes the child's records to determine what specific screening and evaluation procedures are needed. Emphasis is placed on non-repetition and non-duplication of health services; however, the combined result of Local Health Department services and previous services must include total health screening and evaluation for the child involved. The detection of a suspected handicapping condition leads to a referral for diagnostic services.

The entry services provided by the State Health Department are coordinated with similar services provided by other resources within the community.

If the case evaluation from the Entry Services suggests that a problem exists, a referral for special health services is indicated.

(1) The family is informed of special health services available within the State Health Department and those non-State Health Department resources that may be available within the community if applicable. Families who are under the care of private medical care are encouraged to follow the recommendation as made by this private care.

(2) The family is informed of the location and services provided by specialty clinics (Health Department and non-Health Department clinics). If services are requested from the Health Department,

appointments are arranged in the appropriate Health Department specialty clinic (Bureau of Crippled Children or Bureau of Child Health).

(3) If the referral for Entry Services was made by someone other than family, this source is notified of actions taken. Referrals for special health services for children identified by the school staff as having a suspected handicapping condition are made through the Entry Services of the Local Health Department.

## II SPECIAL HEALTH SERVICES

Special Health Services are designed to provide the following:

(A) consultation services to Entry Services Staff
(B) comprehensive diagnostic services
(C) treatment service

A. Consultation services to Entry Services staff consists of (1) specialty resource information concerning screening techniques for questionable cases, special clinical syndrome symptoms and special procedures and methods for preventive developmental health care and (2) confirmatory screening by appropriate discipline at request of Entry Services staff.

B. Comprehensive diagnostic services consists of specialty clinic examination for the primary handicapping condition and supportive examinations for suspected additional handicapping conditions. A comprehensive evaluation requires examination of primary and secondary handicapping conditions. Follow-through recommendations are based on both primary and secondary conditions.

C. Appropriate health treatment services are provided through the specialty clinic programs dependent upon diagnostic recommendations and available resources.

## CLINICAL SPECIALTY HEALTH SERVICES FOR CHILDREN

The State Health Department provides health care services for the major health conditions through one or more of its specialty programs.

Specialty clinics within the Bureau of Crippled Children and the Bureau of Child Health are used to provide for the comprehensive examination according to area of major handicapping conditions. A child may receive services from one or more clinic programs dependent upon the additional health conditions. The Bureau of Crippled Children essentially is a specialized medical-surgical care program for medically indigent handicapped children. Under the seventeen programs there are central clinics and field clinics. Central clinics have hospitalization and surgery capabilities. Field clinics provide casefinding, treatment, and follow-up with surgery at a central clinic.

Child Specialty Clinics conducted by the Bureau of Crippled Children are as follows:

Child Amputee:
Amputee Board (orthopedist, physiatrist, prosthetist, physical therapist and occupational therapist) provide clinic services, prosthetic devices, physical and occupational therapy, stump care, gait training, etc. When necessary, amputation, revision, etc., provided in hospital.

Rheumatoid Arthritis:
Provides evaluation and treatment, including hospitalization, for children with acute rheumatoid arthritis as well as management of children with the chronic crippling condition.

Burn:
Hospitalization and follow-up care for acute burns in the Burn Surgery Unit at the Medical College of Virginia. Old burn scars managed through the Plastic Surgery Program.

Pediatric Cardiology:
Provides diagnosis and treatment for all cardiac conditions affecting children including rheumatic fever and congenital heart disease.

Cerebral Palsy:
Cooperative agreements established with Cerebral Palsy Clinics whereby orthopedic appliances and hospitalization for orthopedic surgery are provided by Bureau of Crippled Children.

Cystic Fibrosis:
Multidisciplinary approach to the management of the child with cystic fibrosis, including drugs, mist therapy, physical therapy, etc.

Defective Hearing:
Furnishes full audiological testing, corrective surgery, and management including hearing aids.

Dental Component of the Facial Deformities Program:
Provides specialized dental services (dental work under anesthesia, orthodontia, prosthodontia) upon request of dentists in the State.

Eye Surgery:
All types of eye surgery with exception of acute accidents and acute glaucoma.

Facial Deformities:
Rehabilitation for cases of cleft lip and palate and other congenital anomalies involving face and jaw. Provides speech therapy, dental, orthodontic and prosthodontic treatment.

Hemophilia:
Multidisciplinary approach to the many problems in the full management of children with hemophilia and other bleeding conditions.

Child Neurology:
Mainly services children with seizures but covers all treatable types of neurological conditions. Team includes: neurologists, psychologists, social workers and educational specialists.

Neurosurgery:
Treatment of children with correctable neurosurgical pathology, such as spina bifida with meningomyelocele, hydrocephalus, tumors, craniosynostosis, etc.

Orthopedic:
Truly a statewide program. Provides diagnosis, physical therapy, hospitalization, follow-up, and orthopedic appliances for children bone, joint, or muscular conditions including multiple-handicapped.

Plastic Surgery:
Covers all types of plastic surgery including congenital, post-traumatic, and post-burn deformities and contractures, hemangiomata, etc.

Pediatric Surgery:
Full diagnostic services for children with urological problems. Surgery provided for correctable urological pathology such as fistulas, dilatations, cysts, occulusions or strictures of the urinary system including neurogenic bladder.

The Child Specialty Clinic conducted by the Bureau of Child Health is the Regional Child Development Clinic. The Regional Child Development Clinics provide for (1) special diagnostic services (2) consultation services and (3) treatment services. The Child Development Clinics are essentially a child development program which provides special health services for children with developmental disorders, developmental delays, developmental behavioral disorders, learning disorders and mental retardation.

Children of all income groups are eligible for the Child Development Clinics. The individualized diagnostic and treatment program is devised and carried out in cooperation with the family, the family doctor, and other appropriate community agencies and resources.

I. Diagnostic Service

The Child Development Clinics offer comprehensive diagnostic evaluations. Comprehensive evaluation includes the following:

(1) Medical examination - Emphasis is placed on appropriate medical classification, the total health of the child, health conditions which have specific relevance to the education/developmental growth of the child and on appropriate total health treatment.

(2) Psychological examination - Emphasis is placed on baseline intellectual development, specific psychological processes relevant to a child's learning and behavioral

patterns, personal-social development, and specific conditions which have a high probability of facilitating behavior change and/or promoting development of psychological growth.

(3) Sociological examination - A comprehensive examination is required to determine whether there are sociological factors within the family, community or the specific environmental situation which have personal relevance to a child's learning and behavioral patterns. Emphasis is placed on social service factors, intrafamily relationships and socio-personal adaptation to the child's own environmental circumstances.

(4) Educational examination - A comprehensive examination is required to determine the baseline of educational growth, learning styles, appropriate teaching approaches and personal educational factors relevant to the child's academic achievement.

II. Consultation Services

A. The Child Development clinics provide consultation services which include:

(1) consultant to local health department on complex identification problems

(2) provide back-up individual discipline specialists upon request for specific screening leading to referral for diagnostic services

(3) consultant to local health department for specific patients for

  a. developmental stimulation techniques
  b. behavioral management techniques

B. Clinic support services to local school system

(1) consultant upon request concerned with specific patient follow-through recommendations

(2) coordinate services between educational specialists assigned to CD Clinic and local school system.

## III. Treatment Services

The Child Development Clinics offer special treatment services which include:

A. Medical treatment as appropriate, e.g. hyperactivity drug titration, chromosome studies and genetic consultation, metabolic/nutritional advice and special chemical formulae.

B. Behavioral treatment as appropriate.

(1) Preschool child

  a. family - developmental stimulation technique
  b. family - behavioral management techniques
  c. family - counselling: 1. guilt over handicapped child
    2. parent-child inter-relationship problems
  d. child - behavior modification concerning a specific problem

(2) Elementary schoolaged children

  a. family - behavioral management
  b. family - counselling: parent-child inter-relationship problems
  c. child: 1. behavior modification - specific problem
    2. behavioral management in cooperation with Mental Health and Mental Retardation and specific services staff of schools

(3) Adolescence and youth

  a. family - counselling: 1. parent-child inter-relationship problems
    2. planning for future
  b. child - counselling: 1. personal adjustment
    2. planning for future
  c. school - applied academic programming

## Patient Record System

The recording system used by the State/Local Health Departments will be used in collecting, cumulating and communicating the vital information necessary for the delivery of health care services and will be used whenever appropriate for the communication among various agencies providing services to handicapped under the 22-10.4 program. Since the intent of the legislation (Section 22-10.4, Code of Virginia) is directed toward special education for handicapped children, a cooperative interchange of information between the State/Local Health Departments and the Local Division of Public Schools will be carried out. Interchange of all data, however, will follow guidelines of confidentiality, legal requirements and the civil and human rights of the individuals involved.

## FOLLOW ALONG SERVICES

To provide one place to which the handicapped child (family) can go for appropriate counselling and assistance on health matters, the Health Department will assume responsibility for maintaining an up-to-date follow along system for those handicapped children who enter the Health Department 22-10.4 program.

These follow along services will insure that a proper continuum of services has been determined and that arrangements have been made in the smooth transition from one service to another.

Local health departments, as the point of entry and the repository of individual records in the Health Department 22-10.4 program, will have responsibility for maintaining this follow along service, assisted by representatives of other Health Department and non-Department programs. The Local Health Department would not serve as a repository of records for those children who are examined and treated by the private sector or by facilities not within the State/Local Health Department system.

## STATE PLAN FOR FOLLOW THROUGH SERVICES

Treatment services for the identified handicapped children will be the responsibility of those State, local and private resources whose functions are designed to provide habilitative, rehabilitative, corrective, remedial, medical and educative services for children. Emphasis will be placed on non-duplication of services. The State Plan for the Identification and Diagnosis of Handicapped Children, as well as the plan for the provision for treatment, is a full utilization and coordination of existing resources.

✓

June 9, 1977

**MEMORANDUM**

TO: Mr. Altamont Dickerson, Jr.

FROM: Dr. Robert R. Ramsey, Jr.
Secretary of Education

Dr. Woodrow W. Wilkerson
Secretary of Human Resources

SUBJECT: Resolution from Governor's Committee on Education of the Handicapped Regarding "Virginia State Plan for Identification and Diagnosis of Handicapped Children"

In accordance with the attached memorandum request from the Governor, dated May 11, 1977, we are asking that you meet with us on June 20, 1977, in the Cabinet Conference Room at 3:30 p. m. The meeting will last approximately one hour and will relate to your role during the revision of the Shanholtz Plan. The strategies and timetables which we are suggesting to accomplish the assignment will also be shared with you at that time.

It is imperative that each agency involved in the revision of the attached State Plan consider this assignment a high priority in view of Governor Godwin's request of May 11.

We shall appreciate your assistance and cooperation during this endeavor and look forward to working with each of you.

RRR/WWW/peb

Attachments

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COMMONWEALTH of VIRGINIA
STATE DEPARTMENT OF EDUCATION
RICHMOND, 23216

June 9, 1977

Mrs. Crichton J. Armstrong
Office of Secretary of Human Resources
Commonwealth of Virginia
Richmond, Virginia 23216

Mr. James E. Price
Office of Secretary of Education
Commonwealth of Virginia
Richmond, Virginia 23216

Dear Mrs. Armstrong and Mr. Price:

At the meeting of the Governor's Committee on the Education of the Handicapped on Wednesday, May 18, a subcommittee of three persons was constituted to address Objective 6 in the Committee's Purposes and Objectives:

> To review and make appropriate recommendations regarding the interagency cooperation in the State-wide delivery of services for the education of the handicapped.

The subcommittee consists of Mr. Branch K. Rives, Chairman, Rehabilitative School Authority; Mr. Paul A. Breeding, Director, Program Planning, Department of Vocational Rehabilitation; and myself. Dr. R. L. Boyer, Assistant Superintendent for Program Development of the State Board of Education, is the staff person working with us.

Our subcommittee will meet on Wednesday, June 15, as a part of the full Governor's Committee, which meets at 10:00 a.m. of that day in House Room 1 at the Capitol. It is expected that Chairman Vincent Thomas will ask the subcommittees to meet about 10:30 to pursue various assignments. Dr. Boyer has made arrangements for the subcommittee on Objective 6 to meet in Room 805 (Board Room) on the eighth floor of the Ninth Street Office Building.

Our subcommittee felt the need of a great deal of information as we began our work. Dr. Boyer has contacted Dr. Ramsey and Dr. Wilkerson and they have indicated that you two would be appropriate persons to provide such information. I am, therefore, asking you to attend the meeting on June 15. (You are welcome at the meeting of the full committee at 10:00 o'clock, of course.) You would expect to be involved for the entire morning, perhaps returning after lunch.

You should know that the Governor's Committee passed the following motion on April 20:

> The Committee recommends that the Governor direct the Secretaries of Education and Human Resources to review and revise the "Virginia Plan for the Diagnosis and Identification of Handicapped Children" and the related system for delivery of integrated services to handicapped children in the light of subsequent implementation of the plan, state and federal law, and other pertinent studies.
>
> The Committee further requests a progress report on implementation of the Plan since 1972. In addition, the revised report shall include a study of projected costs of full implementation.
>
> The Committee suggests that the report of the Secretaries be submitted in time to allow public hearings and the development of a Committee recommendation before the next legislative session.

The recommendation was sent to the Governor, who has asked the Secretaries to take appropriate action.

Our subcommittee will need to know what steps have been taken since 1972 in the implementation of the Plan, what is presently being done, which agencies are involved and how, what projected plans are for full implementation, and any financial projections you have at this time. One idea we wish to pursue is the identification of services which are not now adequately being provided and which are not easily handled by a single agency, for possible inclusion in our report as necessary and/or desirable.

You will find us most grateful for your assistance. I hope that you will be prepared to give us basic information. We shall be interested in details as well as a broad overview. There may be other questions which Mr. Rives and Mr. Breeding will wish to ask and, if so, I'll transmit them to you as early as possible. This letter is simply to set the frame of reference of our June 15 meeting and to invite you to attend and help us in our task.

Sincerely,

Mrs. B. D. Aycock
for the Subcommittee
on Objective 6

BDA:ag
cc: Mr. Rives
Mr. Breeding
Dr. R. L. Boyer

Sent in the absence of Mrs. Aycock and at her request.

COMMONWEALTH of VIRGINIA
*Office of the Governor*
*Richmond 23219*

Dr. Robert R. Ramsey, Jr.
Secretary of Education

June 20, 1977

MEMORANDUM

TO:
Dr. W. E. Campbell
Mr. Allen R. Cohen
Mr. William T. Coppage
Mr. Altamont Dickerson, Jr.
Ms. Valerie S. Emerson
Dr. J.B. Kenley
Dr. Leo E. Kirven
Mr. William L. Lukhard
Dr. Charles K. Price
Mr. Fred P. Yates, Jr.
Mr. William E. Weddington

FROM:
Robert R. Ramsey, Jr.
Woodrow W. Wilkerson

SUBJECT: State Plan for Identification and Diagnosis of Handicapped Children/Approach to Study

According to the Resolution of the Governor's Committee on the Education of the Handicapped, we are charged with three primary tasks: 1. a progress report on implementation of the existing plan; 2. revision of the plan, with particular emphasis on comments reflected in committee minutes; and 3. an estimate of the costs of implementing the revised plan. Our approach is to rely heavily on staff for analysis and plan revision and to rely heavily on task force members for information, program input and professional/agency review and comment of staff-prepared documents.

Proposed Work Plan

June 20 - Meeting with Agency Heads

Purpose: To provide overview and background of task and to present the approach to be taken.

Tasks:
1. Request names of Task Force members by June 23.
2. Announce time and place for first Task Force meeting.

June 20-23 - Staff Work

1. Extract from minutes of Governor's Committee on Education of the Handicapped all comments relating to their wishes regarding plan revision. Prepare formal summary and make copies for all Task Force members.
2. Make copies of original plan for all Task Force

members.

3. Make copies of Health Department service delivery model for all Task Force members. (copy attached - we recommend using this model as the basic format for plan revision).
4. After all names are in, call each Task Force representative to confirm time and place of meeting.

June 24 - First Task Force Meeting

Purpose: To provide overview of the task and assign specific duties to each representative.

Tasks:
1. Disseminate all prepared materials.
2. Make specific assignments as follows to all representatives:
   a. Identify the extent to which your agency has implemented the provisions of this plan - types of linkages, activities and programs, and the location of each.
   b. Prepare comments, in light of committee recommendations, on your agency's perspective in revising the plan.
   c. Using the model for service delivery, indicate what your agency is currently doing, plans for increasing or expanding those services, and what your agency could and/or should be doing in each realm of the system.

June 24-July 11 - Agencies prepare assignments. Staff responds to requests, questions, etc. from agencies.

July 5 - Agencies submit information on the extent to which they have implemented the original plan and comments on their perspective in revising plan.

July 11 - Agencies submit information on what agency is currently doing, plans for increasing or expanding services, and what agency could and/or should be doing in each realm of the service delivery system set forth in the model.

July 5-24 - Analysis of agency information by staff.

Tasks:
1. Complete progress report on implementation of original plan.
2. Begin development of revised plan based on agency input and Governor's Committee comments extracted from minutes.

July 25 - Second Task Force Meeting

Purpose: To present staff report on progress to date and identification of any additional data/input needs.

Tasks:
1. Distribute copies of progress report on implementation of original plan. Request agencies to review and verify.
2. Explain, describe and report on progress of plan revision using agency input.

July 25-August 1 - Staff completes proposed revision of plan.

August 1 - Agency comments, revisions, etc. regarding status report of implementation of original plan due to staff.

August 1 - Draft of proposed revised plan sent to Task Force representatives for review and comment.

August 1-3 - Final draft of status report of implementation of original plan completed.

August 4 - Third Task Force Meeting

Purpose: To review and comment on proposed revised plan.
Tasks:
1. Discuss agency comments on proposed revision.
2. Assign Task Force members to identify all cost factors re:
    a. full implementation of the revised plan (by components).
    b. those elements of the plan which could be reasonably implemented by 1980 (by components and in a logical sequence).

August 4-17 -
1. Task Force completes cost identification assignment.
2. Staff:
    a. Responds to agency questions, requests, etc.
    b. Finalizes revised plan.

August 17 - All cost data returned to staff

August 17-24 - Staff completes total revised plan including costs of implementation; develops recommended action steps, including costs, to be taken by 1980; and defines linkages (formal and informal) between service agencies.

August 25 - Final Task Force Meeting

Purpose: To review and comment on final version of revised plan.
Tasks:
1. Staff formally presents revised plan, including implementation steps.
2. Task Force comments.

August 25-30 - Staff prepares formal document for submission by the Secretaries to the Governor (Any final comments from the agencies will be considered in preparation of this document).

August 30-31 - Formal transmittal of the document from the Secretaries to the Governor.

RRR/WWW/pm

Attachment

COMMONWEALTH of VIRGINIA

*Office of the Secretary of Education*
Fifth Floor, Ninth Street Office Building
Richmond 23219

July 19, 1977

MEMORANDUM

TO: Task Force to Revise the State Plan for Identification and Diagnosis of Handicapped Children

FROM: James E. Price JEP

SUBJECT: Next Task Force Meeting

In preparation for the July 25 Task Force Meeting, we are asking that you review the attached Implementation Report based on the responses which each of you submitted and apprise us at the upcoming meeting of any changes/additions which are needed. You will notice that there is no information in the two columns labeled "Existing Coordination with Other Agencies (Linkages)" and "Proposed Coordination with Other Agencies (Linkages)." We are asking that you fill in those columns in the space beside your agency and bring the same to the July 25 Meeting. We realize that some of you have already addressed linkages in your responses for July 5 and July 11, but more specificity as to the point(s) at which the linkage can take place and the other agency(ies) with which it can occur would be most helpful to us in revising the Plan.

Also, at this meeting we plan to discuss implementation strategies, in light of objectives which can be accomplished in the next biennium and thereafter; and we invite your thoughts on this topic.

Please contact Betty Hawa (786-3585) in my Office or Carolyn Shenton in the Office of the Secretary of Human Resources (786-7921) if you have questions.

I look forward to your participation on July 25.

JEP/pm

Attachment

## Implementation of State Plan for Identification and Diagnosis of Handicapped Children

| Agency | Plan Components | Activities Implemented | Existing Coordination With Other Agencies (Linkages) | Geographic Area Covered | Activities Planned Expanded | Activities Planned New | Proposed Coordination With Other Agencies (Linkages) |
|---|---|---|---|---|---|---|---|
| Deaf, Council for the | Diagnostic Services | | | | Expand point of entry to assist Health Department by increasing staffs of the Schools at Staunton and Hampton to make clinical evaluation potential (for hearing impaired) greater and to serve as screening centers to assure that children are properly placed. | | |
| Education, Department of | Diagnostic Services | Educational specialist (Funded through Department of Education Budget) serves as member of clinic diagnostic team (Child Development and Child Neurology Clinics) and liaison with school divisions in clinic geographic areas by providing interpretation of | | Statewide | (1) Additional educational consultants in Health Department diagnostic clinics in 1978-80.<br>(2) Expansion of Services for | | |

| Agency | Plan Components | Activities Implemented | Existing Coordination With Other Agencies (Linkages) | Geographic Area Covered | Activities Planned | | Proposed Coordination With Other Agencies (Linkages) |
|---|---|---|---|---|---|---|---|
| | | | | | Expanded | New | |
| Education (cont'd) | | evaluative findings and recommendations for instructional programming; educational specialist also evaluates progress of each assigned student. | | | diagnosis, evaluation, and treatment of children with emotional problems.<br>(3) Expansion of services of physical and occupational therapists to local school divisions.<br>(4) Expansion of audiological services to local school divisions. | (5) A well defined linkage with Department of Vocational Rehabilitation so that handicapped persons needing continued support or | |

| Agency | Plan Components | Activities Implemented | Existing Coordination With Other Agencies (Linkages) | Geographic Area Covered | Activities Planned | | Proposed Coordination With Other Agencies (Linkages) |
|---|---|---|---|---|---|---|---|
| | | | | | Expanded | New | |
| Education (cont'd) | | | | | | maintenance may be identified and phased into that delivery system.<br>(6) A formal decision-making process to review evaluative data on children who may be placed outside public school system (i.e., State Residential Schools or Private Schools).<br>(7) Coordinated programs for emotionally disturbed children. | |
| Health, Department of | Notification Services<br>Entry Services | | | | | | |
| | Identification Services | (1) Identification by health service providers, with referral for appropriate educational intervention (Birth to 6 yrs.) | | Statewide | | | |

| Agency | Plan Components | Activities Implemented | Existing Coordination With Other Agencies (Linkages) | Geographic Area Covered | Activities Planned Expanded | New | Proposed Coordination With Other Agencies (Linkages) |
|---|---|---|---|---|---|---|---|
| Health, (cont'd) | | (2) Identification of educational relevant problems, with each school system responsible for primary identification and assessment; appropriate health examination by public health systems and private health providers; children identified as having moderate to severe handicapping conditions should be referred to health center for comprehensive health/developmental assessment with appropriate treatment recommendations (6-21 yrs.) | | Statewide | | | |
| | Diagnostic Services | (1) Expansion of Child Specialty Clinics (conducted by Bureau of Crippled Children) | | | | | |
| | | (2) Expansion of Child development clincs (provide medical psychological, sociological, and educational examinations) | | | (1) Additional Child Development Clinics | | |
| | | | | | | (2) Designate regional child development clinics as appropriate | |

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| Agency | Plan Components | Activities Implemented | Existing Coordination With Other Agencies (Linkages) | Geographic Area Covered | Activities Planned Expanded | New | Proposed Coordination With Other Agencies (Linkages) |
|---|---|---|---|---|---|---|---|
| ealth (cont'd) | | | | | | to provide psychiatric evaluations for children from birth to 13 yrs. | |
| | | | | | (3) Additional diagnostic centers for diagnosis of the multi-handicapped child (at least 4 multi-agency centers in Richmond, Roanoke, Arlington & Norfolk). | | |
| | | | | | | (4) Diagnostic Center for Deaf/Blind Children | |
| | | | | | | (5) Centers for Diagnosis of Autism. | |
| ental ealth & ental etardation epartment f | **<br>Specialized diagnostic services through local mental health and mental retardation services boards | Local mental health and mental retardation services boards and mental health clinics and centers accept referrals | | Varied across the State, but only Planning Districts 1, 2, 13 and 14 lacked direct | (1) Expansion of existing specialized diagnostic services if funding | | |

| Agency | Plan Components | Activities Implemented | Existing Coordination With Other Agencies (Linkages) | Geographic Area Covered | Activities Planned Expanded | New | Proposed Coordination With Other Agencies (Linkages) |
|---|---|---|---|---|---|---|---|
| Mental Health (cont'd) | and mental health clinics and centers. | from many community sources, including local health department, parents, doctors local public schools, and other community human service agencies. |  | mental health and mental retardation services. | becomes available.<br>(2) Increase in number of licensed clinical psychologists and psychiatrists (with Chapter 10 Board approval) in local mental health clinics to conduct psychological evaluations mandated by State Department of Education. |  |  |
| Rehabilitative School Authority | Diagnostic Services (Educational Evaluation) | RSA members serve on Diagnostic Team and are, therefore, involved in placement decisions (but RSA only recommends to the DYS). |  | Children committed to the Dept. of Corrections |  | Further investigation to determine how RSA may obtain special education tuition money from local school divisions that have children in RSA schools. |  |

| Agency | Plan Components | Activities Implemented | Existing Coordination with Other Agencies (Linkages) | Geographic Area Covered | Activities Planned Expanded | Activities Planned New | Proposed Coordination With Other Agencies (Linkages) |
|---|---|---|---|---|---|---|---|
| Visually Handicapped, Commission for | Referral Services | Referral of blind children to C&E and BCC Clinics through local public health nurses. | | Statewide | | | |
| | Consultant Services | Receipt of referrals from clinics, with maintenance of contact with all public schools through Consultant/Designee System. | | | | State Psychologist for Blind Children to be employed in September 1977--to train local school psychologists and State Agency psychologists to properly evaluate Blind and severely Visually Impaired children; this psychologist available to serve as C&E clinic team member when Blind children being tested. | |
| Vocational Rehabilitation, Department of | | | | | | Referral of handicapped students to VR at age 14. | |

| Agency | Plan Components | Activities Implemented | Existing Coordination With Other Agencies (Linkages) | Geographic Area Covered | Activities Planned Expanded | Activities Planned New | Proposed Coordination With Other Agencies (Linkages) |
|---|---|---|---|---|---|---|---|
| Welfare, Department of | Identification and referral Services (Since 1975 Title XX's mandated EPSDT Program) | (1) Referral to the Health Dept. at local level.<br>(2) Referral to Vocational Rehabilitation for child 16 and over.<br>(3) Referral to Mental Health and Mental Retardation.<br>(4) Referral to Virginia Employment Commission.<br>(5) Referral of children needing Blind or Deaf services. | | Statewide | | Referral through day care facilities if reporting were mandated. | |
| Youth Services, Division of (Corrections) | Diagnostic Services | Diagnostic Team; Reception and Diagnostic Center | | Children committed to the Dept. of Corrections. | | Through linkages with other agencies, insure continuation of services to handicapped child during his contact/client phase with juvenile justice system | |

** 10 Mobile Child Health Teams (Proposed under original Plan but not implemented; not recommended for implementation under revised Plan)

Concerns/Comments on Draft Revision of the State Plan for Identification and Diagnosis of Children Who are Handicapped (September 2, 1977)

FROM: Subcommittee on Interagency Cooperation of the Governor's Committee on Education of the Handicapped

1. Plan represents a general framework but needs to be much more specific. The linkages are weak; who, when, and how should be more clearly articulated.
2. Final plan should include a financial component as well as the individual plans of each agency.
3. There needs to be a central coordination mechanism for the education of the public.
4. Legislation may be needed to assure that private physicians fulfill responsibilities cited in the plan.
5. There needs to be assurance that low income parents will have access to genetic counselling.
6. Abortion should be stated as an option under counselling.
7. A training component for classroom teachers and court personnel should be included in the plan.
8. The responsibilities of parents should be emphasized in all subsystems.
9. Term "responsible parties" is not clear. It is implied that neighbors, siblings, etc., have legal responsibility when they do not.
10. Local task force should be augmented to include representation by consumer groups, parents, and advocates.
11. Child should have access to an advocate at any time and at any point within the system.
12. The subsystem on "Transient Population" should be expanded to include the provision of printed pamphlets to consumer groups, churches, libraries, etc.
13. Is the role as outlined for the Council for the Deaf appropriate?

COMMONWEALTH of VIRGINIA
*Office of the Governor*
*Richmond 23219*

Dr. Robert R. Ramsey, Jr.
Secretary of Education

September 16, 1977

MEMORANDUM

TO: Governor Mills E. Godwin, Jr.

FROM: Robert R. Ramsey, Jr.
Woodrow W. Wilkerson

SUBJECT: Resolution of April 20, 1977 from Governor's Committee on Education of the Handicapped

Pursuant to your request of May 11, 1977, we have, with the able and dedicated assistance of a representative task force, addressed the issues in the resolution adopted on April 20, 1977 by the Governor's Committee on Education of the Handicapped.

We appreciate the opportunity to have participated in the development of this revised Plan and are pleased to transmit to you the attached recommendations.

RRRJr/ja
Attachment
cc: The Honorable Vincent J. Thomas

COMMONWEALTH of VIRGINIA

*Office of the Secretary of Education*
Fifth Floor, Ninth Street Office Building
Richmond 23219

September 16, 1977

**MEMORANDUM**

TO: Task Force to Revise the State Plan for Identification and Diagnosis of Children Who Are Handicapped

FROM: Betty Hawa BH
Carolyn White Shenton C.W.S.

SUBJECT: Revised State Plan

Enclosed is a copy of the revised State Plan as transmitted to Governor Godwin today by the Secretaries. We ask that you share this document with your agency head.

We appreciate your assistance in this revision of the State Plan.

BH/CWS/pm

Enclosure

COMMONWEALTH of VIRGINIA

*Office of the Secretary of Education*
Fifth Floor, Ninth Street Office Building
Richmond 23219

September 16, 1977

MEMORANDUM

TO: Mrs. B.D. Aycock
Mr. Paul A. Breeding
Mr. Branch K. Rives

FROM: Betty Hawa BH
Carolyn White Shenton

SUBJECT: State Plan for Identification and Diagnosis of Children Who Are Handicapped

Enclosed is a copy of the revised State Plan for Identification and Diagnosis of Children Who Are Handicapped, with the letter of transmittal to the Governor, and the recommendations made by your Subcommittee to the Task Force revising that Plan (Re: September 2 Draft).

The Task Force incorporated items 2,3,6,8,9,10,11,12 and 13 from your recommendations into the final State Plan transmitted to the Governor today.

Should you have questions about the final Plan, please feel free to call us.

BH/CWS/pm

Enclosures

# REVISED VIRGINIA STATE PLAN FOR
# IDENTIFICATION AND DIAGNOSIS OF CHILDREN WHO ARE HANDICAPPED

September 1977

# TASK FORCE TO REVISE THE VIRGINIA STATE PLAN FOR IDENTIFICATION AND DIAGNOSIS OF CHILDREN WHO ARE HANDICAPPED

## Members

| | |
|---|---|
| Mr. Allen R. Cohen | Virginia Developmental Disabilities Planning Council |
| Mrs. Betty Ann Doub | Division of Youth Services<br>Department of Corrections |
| Mrs. Doris D. Falconer | Department of Welfare |
| Mr. Michael M. Fehl | Department of Mental Health and Mental Retardation |
| Dr. Gerald H. Holman | Eastern Virginia Medical School (Representing the Private Sector) |
| Mr. George E. Meeks | Department of Vocational Rehabilitation |
| Mr. James T. Micklem, Jr. | Department of Education |
| Mr. Edward A. Pearson | Virginia School at Hampton |
| Mr. Frank S. Penland | Virginia Commission for the Visually Handicapped |
| Dr. Paul E. Prince | Department of Health |
| Mr. Robert Pumphrey | Commission for Children and Youth |
| Mr. Joe R. Shinpaugh | Virginia School for the Deaf and the Blind |
| Mrs. Barbara A. Slayden | Rehabilitative School Authority |
| Mr. Fred P. Yates, Jr. | Virginia Council for the Deaf |

## Staff

| | |
|---|---|
| Ms. Betty Hawa | Office of Secretary of Education |
| Mrs. Joy T. Margrave | Office of Secretary of Human Resource |
| Mr. James E. Price | Office of Secretary of Education |
| Mrs. Carolyn White Shenton | Office of Secretary of Human Resource |

# REVISED VIRGINIA STATE PLAN FOR IDENTIFICATION AND DIAGNOSIS OF CHILDREN WHO ARE HANDICAPPED

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# I. INTRODUCTION

## A. OVERVIEW

On April 20, 1977, the Governor's Committee on Education of the Handicapped passed the following Resolution:

> The Committee recommends that the Governor direct the Secretaries of Education and Human Resources to review and revise the "Virginia Plan for the Diagnosis and Identification of Handicapped Children" and the related system for delivery of integrated services to handicapped children in the light of subsequent implementation of the plan, State and Federal Law, and other pertinent studies.
>
> The Committee further requests a progress report on implementation of the Plan since 1972. In addition, the revised report shall include a study of projected costs of full implementation.
>
> The Committee suggests that the report of the Secretaries be submitted in time to allow public hearings and the development of a Committee recommendation before the next legislative session.

In accordance with a request from Governor Mills E. Godwin, Jr. to implement this Resolution, the Secretaries of Education and Human Resources established a task force to assist in the accomplishment of the directive. Representatives from the Commission for Children and Youth, the Commission for the Visually Handicapped, the Council for the Deaf, the Developmental Disabilities Planning Council, the Department of Education, the Department of Health, the Department of Mental Health and Mental Retardation, the Department of Vocational Rehabilitation, the Department of Welfare, the Division of Youth Services, the Rehabilitative School Authority, the Virginia School for the Deaf and the Blind, and the Virginia School at Hampton as well as a representative of the private sector served on this Task Force.

## B. STATE/FEDERAL LEGISLATION

In revising the State Plan for Identification and Diagnosis of Children Who Are Handicapped, careful consideration was given to several State/Federal Laws, including Virginia's 1972 Law on Special Education for Handicapped Children (Section 22-10.4, Code of Virginia); Education of All Handicapped Children Act (P.L. 94-142); Section 504 of the Rehabilitation Act of 1973 (P.L. 93-516); and Developmental Disabilities Services and Facilities Construction Act (P.L. 94-103).

The 1972 State Law requires "a program of special education designed to educate and train handicapped children between the ages of two and twenty-one...."

P.L. 94-142 mandates "a free appropriate public education which emphasizes special education and related services...." Those related services are defined as:

> transportation, and such developmental, corrective, and other supportive services (including speech pathology and audiology, psychological services, physical and occupational therapy, recreation, and medical and counseling services, except that such medical services shall be for diagnostic and evaluation purposes only) as may be required to assist a handicapped child to benefit from special education, and includes the early identification and assessment of handicapping conditions in children.

Section 504 of the Rehabilitation Act requires that a recipient of federal funds operating a public elementary or secondary education program shall annually "Undertake to identify and locate every qualified handicapped person residing in the recipient's jurisdiction who is not receiving a public education." Further, it requires the recipient to "take appropriate steps to notify handicapped persons and their parents or guardians of the recipient's duty."

P.L. 94-103 requires "early screening, diagnosis, and evaluation...of developmentally disabled infants and preschool children, particularly those with multiple handicaps."

The first State Plan for Identification and Diagnosis of Handicapped Children (1973) addresses the mandate set forth in the State Law. However, Federal Laws enacted since that time require further development of opportunities for handicapped children. This revised State Plan is an effort to comply with all legislative mandates affecting handicapped children through a system of coordinated services integration.

## C. TARGET POPULATION

The following definitions from P.L. 94-142 as outlined in the August 23, 1977 Federal Register delineate the population of handicapped children to be served in the implementation of the State Plan:

> (1) "Deaf" means a hearing impairment which is so severe that the child is impaired in processing linguistic information through hearing, with or without amplication, which adversely affects educational performance.
>
> (2) "Deaf-blind" means concomitant hearing and visual impairments, the combination of which causes such severe communication and other developmental and educational problems that they cannot be accommodated in special education programs solely for deaf or blind children.
>
> (3) "Hard of hearing" means a hearing impairment, whether permanent or fluctuating, which adversely affects a child's educational performance but which is not included under the definition of "deaf" in this section.
>
> (4) "Mentally retarded" means significantly subaverage general intellectual functioning existing concurrently with deficits in adaptive behavior and manifested during the developmental period, which adversely affects a child's educational performance.
>
> (5) "Multihandicapped" means concomitant impairments (such as mentally retarded-blind, mentally retarded-orthopedically impaired, etc.), the combination of which causes such severe educational problems that they cannot be accommodated in special education programs solely for one of the impairments. The term does not include deaf-blind children.
>
> (6) "Orthopedically impaired" means a severe orthopedic impairment which adversely affects a child's educational performance. The term includes impairments caused by congenital anomaly (e.g., clubfoot, absence of some member, etc.), impairments caused by disease (e.g., poliomyelitis, bone tuberculosis, etc.), and impairments from other causes (e.g., cerebral palsy, amputations, and fractures or burns which cause contractures).

(7) "Other health impaired" means limited strength, vitality or alertness, due to chronic or acute health problems such as a heart condition, tuberculosis, rheumatic fever, nephritis, asthma, sickle cell anemia, hemophilia, epilepsy, lead poisoning, leukemia, or diabetes, which adversely affects a child's educational performance.

(8) "Seriously emotionally disburbed" is defined as follows:

(i) The term means a condition exhibiting one or more of the following characteristics over a long period of time and to a marked degree, which adversely affects educational performance:

(A) An inability to learn which cannot be explained by intellectual, sensory, or health factors;

(B) An inability to build or maintain satisfactory interpersonal relationships with peers and teachers;

(C) Inappropriate types of behavior or feelings under normal circumstances;

(D) A general pervasive mood of unhappiness or depression; or

(E) A tendency to develop physical symptoms or fears associated with personal or school problems.

(ii) The term includes children who are schizophrenic or autistic. The term does not include children who are socially maladjusted, unless it is determined that they are seriously emotionally disturbed.

(9) "Specific learning disability" means a disorder in one or more of the basic psychological processes involved in understanding or in using language, spoken or written, which may manifest itself in an imperfect ability to listen, think, speak, read, write, spell or to do mathematical calculations. The term includes such conditions as perceptual handicap, brain injury, minimal brain disfunction, dyslexia, and developmental aphasia. The term does not include children who have learning problems which are primarily the result of visual, hearing, or motor handicaps, of mental retardation, or of environmental, cultural, or economic disadvantage.

(10) "Speech impaired" means a communication disorder, such as stuttering, impaired articulation, a language impairment, or a voice impairment, which adversely affects a child's educational performance.

(11) "Visually handicapped" means a visual impairment which, even with correction, adversely affects a child's educational performance. The term includes both partially seeing and blind children.

# D. REVIEW OF THE 1973 STATE PLAN FOR IDENTIFICATION AND DIAGNOSIS OF HANDICAPPED CHILDREN

As a result of legislation (Section 22-10.4, Code of Virginia) enacted by the 1972 Session of the General Assembly, a State Plan was developed for the identification and diagnosis of children who are handicapped. Commonly referred to as the "Shanholtz Plan," its essence was to establish a point of entry into a coordinated State system of health screening and comprehensive diagnostic services. The 1973 Plan provided the option for parents who so chose to seek services from private health providers.

The original Plan was based on the utilization of existing programs and services. Funds were requested to extend the availability of health screening services to all children needing such services; but funds were not available to make full implementation possible. Still, the Department of Health and the Department of Education have been able to make progress in the coordination of services--for example, special education consultants have been funded by the Department of Education and assigned to diagnostic clinics within the Department of Health.

The 1973 State Plan did not address several areas which are essential if the Commonwealth is to have the kind of system for identification and diagnosis which not only adequately serves children who are handicapped but also complies with existing legislative mandates. First, the original Plan did not specifically identify the means of coordinating services among agencies. It addressed itself mainly to linkages between the Department of Health and the Department of Education, but few linkages were set forth or responsibilities assigned. Accountability needs to be clarified. Secondly, existing resources which could tie into the Plan were underutilized. Among those existing resources were the Early Periodic Screening, Diagnosis and Treatment Program (EPSDT). Also, the Department of Education's Child Find Program for identifying handicapped children should be expanded where appropriate and implemented in localities where it is currently nonexistent. Third, there were gaps in services in the original Plan that should be addressed and ameliorated. Fourth, it is now essential that education of the public be accelerated. Currently, the public, including parents of handicapped children, are not adequately informed regarding alternatives, services, etc. available to them. Lastly, the original Plan did not adequately address the inclusion of the private sector, especially pediatricians and family physicians, in the overall service delivery system. The responsibilities of the private sector should be clarified. The parental right to choose private health services at any time needs to be continually emphasized.

The State Plan for the Identification and Diagnosis of Children Who Are Handicapped has been revised to enhance and further expand cooperation among all agencies and groups involved in the delivery of services to children who are handicapped or suspected of being handicapped. The purposes of this revised Plan are to communicate an understanding of this interrelated approach and to identify responsibilities for its accomplishment. While the initial Plan has been an important first step, the revised Plan builds on its accomplishments and expands both in breadth and depth the concept of a comprehensive system of identification and diagnosis of children who are handicapped to meet the needs of the Commonwealth in the years ahead.

# II. STATE PLAN

## A. GENERAL PLAN

As set forth in the original State Plan for the Identification and Diagnosis of Handicapped Children, the State Health Department through its Local Health Departments is still the most viable existing State agency to serve as the public point of entry for children requiring identification and diagnostic services. In keeping with the original approach, this 1977 State Plan recognizes that the Health Department remains the central coordinating agency for all such identification and diagnostic services and follow-up on the same as well as the primary agency responsible for linkage with appropriate education and related services. This means that the Local Health Department through utilization of its entry services and special health services is responsible for the initiation of preliminary identification and subsequent formal diagnosis of handicapping conditions in children who are already being served by that agency (e.g., indigent children) as well as for the diagnosis of such conditions in children referred by private health providers and/or other agencies, including, but not limited to, the Local Department of Welfare, the Community Mental Health & Mental Retardation Services Board, the Department of Vocational Rehabilitation, the Local School Division, the Virginia Commission for the Visually Handicapped, the Virginia Commission for Children & Youth, the Virginia School at Hampton, the Virginia School for the Deaf and the Blind, and Academic Health Centers.

In cases where children are referred by the Local School Division, the Local Health Department shall coordinate with the Local School Division to insure that children are linked with appropriate education and related services, whether such services are within the purview of those two agencies or are to be provided by private health providers and/or other agencies, including, but not limited to, the Local Department of Welfare, the Community Mental Health & Mental Retardation Services Board, the Department of Vocational Rehabilitation, the Virginia Commission for the Visually Handicapped, the Virginia School at Hampton, the Virginia School for the Deaf and the Blind, and Academic Health Centers.

The system shall be flexible enough so that at any point in time the individual may access public services, since it is recognized that the utilization of private services is always an option and yet not necessarily an option that will be consistently selected. Although it is not currently legally mandated that such occur, it is essential that private health providers conduct appropriate reporting (e.g., to the Local School Division), make appropriate referrals, and follow-up on the same; or coordinate with the Local Health Department, who would in turn be responsible for insuring that the child has full access and attention to all his needs.

The five subsystems articulated in this Plan delineate the appropriate sequential steps for the realization of this model for coordinated service delivery.

It was felt that to be successful in identifying and diagnosing all handicapped children one should consider times during the child's development when a handicapping condition might first present itself. Recognized also was the fact that handicapping conditions may be either hereditary, congenital, or acquired.

In designing an overall system for the integration of various service components which are a part of identification and diagnosis of handicapped children, it was decided that the most comprehensive system should be one composed of subsystems. The following five subsystems were chosen to insure that every child in the Commonwealth can receive identification and diagnostic services:

1. CHILDREN WHO HAVE OR ARE SUSPECTED OF HAVING HANDICAPPING CONDITIONS IN THE ANTENATAL, PERINATAL, AND NEONATAL STAGES OF DEVELOPMENT
2. CHILDREN WHO ACQUIRE OR ARE SUSPECTED OF ACQUIRING OR WHO MANIFEST HANDICAPPING CONDITIONS FROM BIRTH TO AGE FIVE
3. CHILDREN OF SCHOOL AGE WHO HAVE OR ARE SUSPECTED OF HAVING HANDICAPPING CONDITIONS
4. CHILDREN WITH HANDICAPPING OR SUSPECTED HANDICAPPING CONDITIONS WHO MOVE TO VIRGINIA FROM OTHER STATES
5. CHILDREN WHO ARE BROUGHT TO THE ATTENTION OF OR WHO ARE BEING ADMITTED TO OR DISCHARGED FROM A STATE RESIDENTIAL FACILITY AND WHO HAVE OR ARE SUSPECTED OF HAVING HANDICAPPING CONDITIONS

The first subsystem was chosen in order to identify children before birth or within the first month of life who may be handicapped or at risk of becoming handicapped. Concern must be expressed here for quality parenting, quality reproduction (including genetic counselling), and quality care during high risk pregnancies. Emphasis is on identification at the earliest stage of development possible so that proactive intervention can begin immediately.

The second subsystem, which overlaps with the first, is oriented towards pre-school identification and emphasizes the need for periodic health screening, while the third is designed to identify children of school age whose handicapping conditions surface after the pre-school years or who acquire handicapping conditions through accident, injury or disease. The fourth subsystem is needed to pick up (1) children who come to Virginia from another State and have already been identified and diagnosed and need to be linked with education and related services; (2) transient children who have never been formally diagnosed. The last subsystem addresses the needs of handicapped or suspected handicapped children who are brought to the attention of or who are admitted to or discharged from State-operated or private residential facilities.

These five subsystems are child-centered, taking into account the parents' right to choose the course they will pursue to assure their child's healthy emotional, social, intellectual, and physical development. The use of subsystems is meant to suggest prevention and maximum remelioration through the earliest possible intervention by linking the child with appropriate quality medical, educational, and other related services.

It is imperative that the State have readily accessible quality identification, evaluation, and diagnostic services. It is also of major importance for the State to recognize quality diagnostic services that are provided by the private sector. Virginia's medical schools offer a most viable resource that should not only be acknowledged but accessed in the coordination of a comprehensive statewide program of diagnostic services. The public and private service providers should create in each other the need to stay prepared to render good services to whomever needs such services and at whatever time they are chosen as a link in insuring the child every possible opportunity to develop to his(her) maximum potential. Parents and other concerned parties, including State advocacy agencies and consumer organizations for persons who are handicapped, stand prepared to help children receive appropriate primary identification, evaluation, diagnosis and linkage to services by impressing upon service providers their legal and moral obligations.

## Public Awareness

In view of clearly stated mandates in State and Federal Laws which require the location, identification, diagnosis, and education of children who are handicapped, it is vital that each agency participating in this Plan inform the public of the services they will provide to meet these requirements. Further, each agency must demonstrate a willingness to listen to the specific needs and concerns of the public it will serve and to reflect this in responsible planning and program promotion.

To effectively develop a public awareness program, each agency shall demonstrate a working knowledge of the specific and collective groups of children with handicapping conditions upon whom their services will impact. The five subsystems of this Plan clearly illustrate that there are different times and varying circumstances under which a child may be suspected of having and/or diagnosed as having a handicapping condition. Each agency's public awareness program shall be organized with this in mind, and the information and mediums shall be tailored to meet a variety of needs.

It is imperative that the agencies' public awareness programs include not only the mediums for transmitting information, but also the places where information can be obtained by the public. This means distributing brochures and other printed materials in offices of the Division of Motor Vehicles, offices of the Virginia Employment Commission, armed forces bases, churches, libraries, grocery stores, laundromats, doctors' offices, consumer organization offices, and other places frequented by the public. Some of these printed media materials would be designed with detachable sections for direct mailing by parents to the Local School Division. Additionally, radio, television, and other electronic media should be used to inform the public. The latter would better insure that non-reading parents are informed. In the case of non-English speaking parents it should also be incumbent upon the Local School Division to provide appropriate information and counseling in the language of the parents who otherwise would not be aware of services available to their handicapped children.

To facilitate effective state-wide public awareness regarding identification and diagnostic services, the State Department of Education will serve as the central coordinating agency, with community efforts to be coordinated by the Local School Divisions. To carry out this responsibility the following two considerations must be taken into account: (1) the exchange of information or provision of materials between and among agencies participating in this Plan; and (2) personal contacts with the public.

Unless the message concerning handicapped children is reinforced by all agencies, it is doubtful that it will be remembered or acted upon. Not only should each agency continuously work to inform the public, but all public and private agencies concerned with the needs of children who are handicapped must coordinate their efforts among themselves and in conjunction with the efforts of consumer organizations.

## 1. CHILDREN WHO HAVE OR ARE SUSPECTED OF HAVING HANDICAPPING CONDITIONS IN THE ANTENATAL, PERINATAL, AND NEONATAL STAGES OF DEVELOPMENT

Goal: To identify, diagnose, and link with the appropriate service provider(s) all children in the Commonwealth of Virginia who, during the antenatal, perinatal, and/or neonatal stages of development are known to have or may be at risk of having handicapping conditions and who may be in need of special education and related services.

This subsystem is designed to provide all parties who are, or who have the potential of being, involved in the very earliest possible stages of development with sequential steps that assure both the family and the child who is handicapped or suspected of being handicapped that a formal diagnosis will be made and that following diagnosis the child and his/her family will be linked with all appropriate services. The choice of the public or private route for preliminary identification, formal evaluation and diagnosis is always to be an option of the individual. This subsystem is built on the premise that the earliest possible detection of a handicapping condition facilitates immediate intervention that will assure effective services delivery and planning to assist the child in developing to his/her maximum potential.

The first part of this subsystem is the antenatal stage, which relates to the unborn child. The second part is composed of the perinatal and neonatal stages. Perinatal means occurring during the period closely surrounding the time of birth. Neonatal means the first month after birth.

Implementation Strategies:

a. ANTENATAL

(1) Gynecologist or health care professional is obligated to inform women who have conceived, or are planning to conceive, a child of

any complications that may arise because of parental genetic characteristics, maternal health, or maternal age.

(2) Physician is responsible for informing high risk "future mother" of the availability of testing to determine whether or not she is carrying a child who will be handicapped.

(3) Physician is also responsible for helping future mother receive the testing. Future mother is free to choose whether or not she will have test to determine if child she is carrying is handicapped.

(4) If test indicates that the child who is still in utero has a detectable handicapping condition, the attending physician is obligated to inform the parents and to cite options (The physician is also obligated to inform parents if test is negative.)

(5) Parents are simultaneously given counseling by physician to help them adjust to having a child who is handicapped and are informed of services that will be available to their child.

(6) Depending on nature of suspected handicapping condition, parents are referred by attending physician or health service provider to the appropriate consumer organization that provides peer counseling and/or to a social service agency that provides parent counseling (e.g., Community Mental Health Clinic, Commission for the Visually Handicapped, Local Department of Welfare, etc.).

(7) If parents are in need of psychiatric intervention, the Community Mental Health Clinic is to help with service linkage and counseling (therapy).

If parents are mentally retarded, the Mental Retardation Services component of the Mental Health & Mental Retardation

Services Board is to assist with service linkage and counseling. If mother or child is eligible for Social Services or has potential for being Social Services eligible, Local Department of Welfare is responsible for case management and referral to the *Women, Infants, and Children Program (WIC) and the **Early Periodic Screening, Diagnosis and Treatment Program (EPSDT). Local Health Department is then responsible for follow-up and comprehensive work-up.

b. PERINATAL/NEONATAL

(1) Pediatrician or health care professional informs the parents that the child has a handicapping or suspected handicapping condition at birth or during the neonatal stage.

(2) Delivering physician reports to the State Department of Health that the birth was high-risk and/or that the child has handicapping or suspected handicapping condition.

(3) State Department of Health notifies Local Health Department that child has handicapping or suspected handicapping condition.

(4) Local Health Department representative contacts parents to discuss child's handicap with parents and to advise them of public as well as private services available to their child.

(5) Local Health Department or private diagnostician conducts preliminary examination/evaluation of child.

(6) If the preliminary evaluation indicates the need for further diagnostic services, the Local Health Department shall either

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*WIC-Supplemental food program for pregnant and nursing women and children under five years of age from low-income families who are certified by qualified professionals to be a nutritional risk.

**EPSDT-Program for providing a comprehensive range of health care services, including preventive health services to low income, medicaid-eligible children; attempts to introduce eligible children into the health care system and make services available before health problems become chronic and expensive to treat.

provide a comprehensive diagnostic evaluation and services linkage directly or through a purchase of services agreement with one or more of the following: Auxiliary Health Services, including Child Development Clinic; Local Department of Welfare; Local Mental Health and Mental Retardation Services Board; Commission for the Visually Handicapped.

(7) Parents are asked by Local Health Department representative if they will permit submission of the child's name and diagnostic information to the appropriate Division Superintendent of Schools so that planning for appropriate educational programming can begin. If parents consent, responsible health delivery system is then obligated to send a registration form on the child to the Division Superintendent of Schools.

## 2. CHILDREN WHO ACQUIRE OR ARE SUSPECTED OF ACQUIRING OR WHO MANIFEST HANDICAPPING CONDITIONS FROM BIRTH TO AGE FIVE

Goal: To identify, diagnose, and link with the appropriate service provider(s) all children in the Commonwealth of Virginia who acquire or are suspected of acquiring or who manifest from birth to age five handicapping conditions and who may be in need of special education and related services.

This subsystem is directed towards the identification and diagnosis of children whose handicapping conditions are not evident at birth and surface before entry into school as well as those children who acquire via accident, injury or disease handicapping conditions prior to entry into school. Responsibility for primary identification of developmental delays should rest with parents, relatives, neighbors, welfare workers, health service providers, school authorities and others having direct contact with the child. For example, children who have the potential of becoming handicapped due to physical and/or mental abuse are the responsibility of the Local Welfare Department for primary intervention and protective services. All public and private providers of health screening and check-ups should institute proactive approaches for identifying such developmental delays.

Implementation Strategies:

a. HANDICAPPING CONDITIONS WHICH MANIFEST THEMSELVES FROM BIRTH TO AGE FIVE

(1) Child is taken by parent(s) to public or private health provider who has diagnostic capabilities for preliminary screening/check-up.

(2) Local Department of Welfare shall insure that eligible children take advantage of the EPSDT and WIC Programs through case management, follow-up, and transportation services.

(3) If preliminary screening so indicates, child is referred by screening agency for more comprehensive diagnostic work-up through Local Health Department or private diagnostic service provider.

(4) Local Health Department (or parent, if private diagnostic services are used) is responsible for case management and comprehensive diagnostic and evaluation services linkage.

b. HANDICAPPING CONDITIONS ACQUIRED THROUGH ACCIDENT, INJURY OR DISEASE

(1) Children who may, due to accident, injury or disease, have acquired or who may acquire a physical or mental disability should be taken immediately to a private or public health care facility by parent(s) for preliminary work-up and/or emergency medical treatment. (Parents are to be reassured during screening as well as during diagnosis by attending health care workers.)

(2) Attending physician shall refer child to specialist (private doctor or through Health Department Speciality Clinic) for further diagnostic and/or treatment services.

(3) Attending physician shall inform parents of child's diagnosis, prognosis, and required treatment modalities as well as services available.

(4) Parents should receive initial education and counseling relevant to child's specific disability from attending health care professional to help them adjust psychologically. Attending health care professional is to refer parents to consumer organization or social service agency that provides parent training and counseling.

(5) Attending physician shall inform parents that child should be periodically evaluated/diagnosed to measure changes in handicapping conditions. (Follow through is parental and/or case management responsibility.)

(6) Attending physician shall provide the family with a brochure furnished his office by the Division Superintendent of Schools. Brochure should include registration form, information on psycho-social rehabilitation, and education program potentially or immediately available to their child.

(7) Parents return the preaddressed form that is attached to the brochure to the appropriate school system immediately.

(8) The Division Superintendent of Schools is responsible for implementing the School Division's Child Find System for children below age five and linking child with appropriate services, both education and related (refer to P.L. 94-142). The Local Health Department shall be responsible for case management, including follow-up, to determine if family and service providers have followed through and if services meet child's individual needs.

(9) If private health provider is used, Local School Division must assume follow-up responsibility. The Division Superintendent of Schools maintains ongoing contact with social services department of local hospitals or head pediatric nurses to apprise them of services, appropriate contact people, etc.

Division Superintendent of Schools is also responsible for notifying public and private health care providers of the availability of services and for providing brochures on the same to such health care providers for distribution in their offices.

(10) Division Superintendent of Schools is responsible for utilizing and augmenting as appropriate currently existing Local Special Education Advisory Committee to work towards comprehensive identification and diagnosis of children who have handicapping conditions. The Committee shall include representatives of both private and public providers of services to children who are handicapped as well as parents and advocacy group representatives.

## 3. CHILDREN OF SCHOOL AGE WHO HAVE OR ARE SUSPECTED OF HAVING HANDICAPPING CONDITIONS

Goal: To identify, diagnose and link with the appropriate service provider(s) all children who are of school age in the Commonwealth of Virginia who have or are suspected of having handicapping conditions and who may be in need of special education and related services.

This subsystem is designed to articulate the four categories of school-age children who may have handicapping conditions and to provide a vehicle through which they may be identified, evaluated, diagnosed and linked with services. Taken into consideration in this subsystem are the legal responsibilities of both the Local School Division and the parent. Implementation of this subsystem needs to be a shared community responsibility.

Every effort is made to include any child of school age, whether he/she is or is not attending a public or private school, including children who are truant as well as children whose parents object to their attending for bona fide religious or health reasons. Also addressed are children of school age who acquire handicapping conditions through accident, injury, or disease.

This subsystem recognizes the importance of referring students who are handicapped and 14 years of age or older to the Department of Vocational Rehabilitation for a full vocational evaluation, noting that it is incumbent upon Vocational Rehabilitation and the Local School Division to plan and carry out an appropriate IEP.

The design of the subsystem is to demonstrate in a sequential manner a workable methodology for identification, evaluation, diagnosis, and linkage of the school-age child who is handicapped with education and related services.

## Implementation Strategies:

### a. CHILDREN ATTENDING SCHOOL WHOSE HANDICAPPING CONDITIONS HAVE NEVER BEEN IDENTIFIED AND FORMALLY DIAGNOSED

(1) Preliminary identification takes place in the classroom.

(2) The Division Superintendent of Schools is responsible for assuring that initial screening and appropriate evaluation occur and that existing school resources are utilized to the maximum.

(3) If suspicions are supported by the school screening and evaluation, the Division Superintendent of Schools is responsible for linking the child with the Local Health Department, provided parents elect to go the public route, for a comprehensive evaluation and diagnosis.

(4) Mental Health and Mental Retardation services should be available to any child who manifests a psychiatric disability or who is mentally retarded. Referral to the Local Mental Health and Mental Retardation Clinic services should flow through the health care professional to assure that there is no physiological cause of the presenting handicap. Referral could also flow through the Division Superintendent of Schools.

(5) The attending diagnostician, whether public or private, should provide any and all such information to the Local School Division that will facilitate a determination of eligibility and the development of an appropriate Individualized Education Program (IEP) for the child.

### b. CHILDREN ATTENDING SCHOOL WHOSE HANDICAPPING CONDITIONS HAVE BEEN IDENTIFIED AND DIAGNOSED BUT WHO ARE NOT RECEIVING APPROPRIATE EDUCATION AND RELATED SERVICES

(1) If the child has been previously identified and diagnosed and the Local School Division has a record of the same, it is the responsibility of the Local School Division to identify

the appropriate education program and related services and to link the child with those services.

(2) If there is no school record indicating that identification and diagnosis have occurred, the Local School Division is responsible for contacting parents to determine if identification and diagnosis have occurred. The Local School Division is then responsible for linking the child with the appropriate education and related services.

### C. CHILDREN WHO ARE NOT IN SCHOOL DUE TO TRUANCY OR BECAUSE OF PARENTAL OBJECTION AND WHO EITHER HAVE OR HAVE NOT BEEN FORMALLY IDENTIFIED AND DIAGNOSED

(1) It is the obligation of the Division Superintendent of Schools to locate all children who have reached the fifth birthday on or before December 31 of the school year and have not passed the seventeenth birthday (Section 22-275, Code of Virginia) and to provide an appropriate education for the same.

(2) Parents, guardians, or person in charge of child's care is legally responsible for seeing that the child of compulsory school age is attending school.

(3) Through working with the appropriate Juvenile and Domestic Relations District Court, it is the responsibility of the Local School Division to determine those children who are truant; to insure jointly with the court that children who are truant come back to school; to provide such children with initial screening and referral to public or private health service providers for comprehensive diagnosis if screening so indicates; to link such children with the appropriate education and related services.

(4) If parents object to having their child who is of compulsory

school age attend school for bona fide reasons (Sections 22-265.3, 22-275.4 and 22-275.4:1, Code of Virginia), the Local School Division is responsible for articulating to said parents the School Division's obligation under State and Federal Statutes to provide education and related services so that parents can make an enlightened decision.

(5) Advocates for the child may be engaged to support the child's right to an education through legal channels if parental objections are not valid or are not in the child's legally deeded best interest. The Local Welfare Department should be contacted by the Local School Division when this is in question. Child Protective Services should intervene and provide due process for the child.

## d. CHILDREN OF SCHOOL AGE WHO ACQUIRE THROUGH ACCIDENT, INJURY, OR DISEASE HANDICAPPING OR SUSPECTED HANDICAPPING CONDITIONS

(1) Should a school age child acquire a handicapping condition through accident, injury or disease, the attending health service provider is responsible for reporting to and coordinating with the Local School Division to facilitate continuity in the child's education program and ease of integration back into an appropriate school program.

(2) The Local School Division is responsible for educational re-evaluation to determine the child's academic potential and to develop an IEP that will meet the child's newly acquired special needs.

(3) The Local School Division is responsible for formally referring the student 14 years of age or older to the Department of Vocational Rehabilitation for a vocational evaluation.

(4) The Department of Vocational Rehabilitation and the Local

School Division shall work together to develop an IEP that takes into account the student's vocational potential and interests.

## 4. CHILDREN WITH HANDICAPPING OR SUSPECTED HANDICAPPING CONDITIONS WHO MOVE TO VIRGINIA FROM OTHER STATES

Goal: To identify, diagnose and link with the appropriate service provider(s) all children with handicapping or suspected handicapping conditions who move to Virginia from other states and who may be in need of special education and related services.

This subsystem is designed to locate children with handicapping conditions, whether pre-school or of school age, who come to Virginia from other states and require a continuation of service delivery already received in another state or who have never been formally diagnosed and require formal diagnostic services. Since there are specially designed, Federally-mandated services for the children of migrant workers, that group is treated as a separate component of this subsystem.

Implementation Strategies:

(1) Upon purchasing Virginia automobile license tags at the Division of Motor Vehicles for the first time since moving to Virginia from another state, parents are to be provided with State Department of Education printed pamphlets (which are to be distributed either by the State Department of Education or the Local School Division) on handicapping conditions and services for the same. The State Department of Education or the Local School Division would also distribute such pamphlets through the Virginia Employment Commission, armed forces bases in Virginia, consumer groups, libraries, churches, and other appropriate locations. Each pamphlet would have a detachable, self-addressed section; and it would be the responsibility of parents of handicapped or suspected handicapped children to mail the same to their respective Division Superintendent of Schools. The Local School Division should also be responsible for informing

non-English speaking as well as non-reading parents of the information contained in the above-mentioned pamphlets.

(2) Upon receipt of the detached portion of the pamphlet, it is the responsibility of the Division Superintendent of Schools to contact the parent(s) and request (with parental consent) the child's records from the other state.

(3) If the child is known to have a handicapping condition, the Division Superintendent of Schools is responsible for informing the parent(s) of available education and related services, public and private. If the child is suspected of having a handicapping condition, the Division Superintendent of Schools is responsible for informing parents of available public and private diagnostic services. Children who have never been through a formal diagnostic process should be referred to the Local Health Department prior to other referrals provided parents do not select a private service option.

(4) It is the responsibility of the Local Health Department to then link the child, whether having a known or suspected handicapping condition, to the appropriate public or private service provider (depending upon parental preference).

(5) In addition, responsibility for detecting signs of a handicapping condition rests with any private or Local Health Department physician making the initial medical contact with a child who has moved to Virginia from another state. That physician should provide counseling to the parent(s), refer the child to the appropriate public health speciality clinic or private specialist for further diagnosis, notify the Division Superintendent of Schools, and follow-up on the linkages made.

(6) If the child's family is Welfare-eligible, the Local Superintendent of Welfare is responsible for referral to the Local Health Department's EPSDT Program for diagnosis of the handicapping or suspected

handicapping condition.

Children of Migrant Workers

Upon notification of the Local School Division by the centralized computer tracking system in Denver, Colorado, the Division Superintendent of Schools is responsible for contacting the parents of school-age children of migratory workers to facilitate the child's entry into the public school system. If the child has been previously diagnosed as having a handicapping condition, advance notification should be provided the school system in order to plan the appropriate education program. The Division Superintendent of Schools is responsible for linking the child to school services as well as to the services of other agencies if needed. If he(she) has not been diagnosed, the Division Superintendent of Schools is responsible for linking the child with the Local Health Department for a comprehensive diagnosis and for follow-up, including his(her) entry into the school system for the appropriate education program.

For pre-school children of migrant workers, the Local Health Department is responsible for outreach efforts and would insure that pre-school children are identified and diagnosed by referral to the Local Health Department, which is responsible for follow-up throughout this process. Also, there should be a linkage between the Local Health Department and the Local School Division for reporting diagnosed handicapping conditions to the Denver computer center.

Parental counselling and advice as to public and private service options should be inherent throughout the process.

## 5. CHILDREN WHO ARE BROUGHT TO THE ATTENTION OF OR WHO ARE BEING ADMITTED TO OR DISCHARGED FROM STATE OR PRIVATE RESIDENTIAL FACILITIES AND WHO HAVE OR ARE SUSPECTED OF HAVING HANDICAPPING CONDITIONS

Goal: To identify, diagnose, and link with the appropriate service provider(s) all children in the Commonwealth of Virginia who are brought to the attention of or who are being admitted to or discharged from a residential facility and who have or are suspected of having handicapping conditions.

This subsystem is designed to establish a formal linkage between the community services providers and residential services providers, who must assure that enlightened, well conceived decisions that are in the child's best interest are made prior to placement should placement prove the most appropriate treatment modality. This subsystem is further designed to assure that education and related records precede the child's entry into and discharge from a residential facility to facilitate a smooth transition and the continuity of services.

In 1975 the General Assembly of Virginia directed the Department of Education and the Department of Mental Health and Mental Retardation to study the matter of providing appropriate training and education to children in certain State institutions. This subsystem incorporates that study and the legislative committee's recommendations by making the recommendations responsibilities as stated below under the sections on the Department of Mental Health and Mental Retardation Residential Facilities and the Residential Schools for the Deaf and the Blind. Also addressed within this subsystem are Division of Youth Services Facilities, Private Residential Mental Retardation Facilities and Private Residential Psychiatric Facilities.

a. MENTAL HEALTH AND MENTAL RETARDATION RESIDENTIAL FACILITIES

The State Superintendent of Public Instruction and the Commissioner of the Department of Mental Health and Mental Retardation shall develop and implement administrative procedures to insure "continuity of schooling services and a timely flow of dollars for handicapped individuals as they move from local communities to State facilities and back into their communities."

b. RESIDENTIAL SCHOOLS FOR THE DEAF AND THE BLIND

The State Superintendent of Public Instruction and the two Superintendents of the State Schools for the Deaf and the Blind shall develop and implement administrative procedures to insure "continuity of schooling services and a timely flow of dollars for handicapped individuals as they move from local communities to State facilities and back into their communities." (Currently, under Section 23-238 of the Code of Virginia, it is the responsibility of the State Board of Education to prescribe procedures for determining admission and for annually reviewing placement of children in these schools.)

c. DIVISION OF YOUTH SERVICES FACILITIES

(1) Court services personnel are responsible for discerning whether or not a child who is brought to their attention has a handicapping condition that may have prompted or contributed to the child's alleged delinquent action.

(2) If it is discerned through the child's records (requested from both public and private service providers who have worked

with the child) that the child has a handicapping condition, the Court Service Unit is responsible for (1) communicating with the Local School Division regarding the child's condition if the child is to remain in the community; (2) informing the Rehabilitative School Authority if the child is to be committed to a Division of Youth Services Facility such that either the Local School Division or the Rehabilitative School Authority can conduct the appropriate evaluation and link the child with the service provider(s). The Court Service Unit is then responsible for follow-up on both the evaluation and service linkage.

If the child is to be placed in a Division of Youth Services Facility, the Reception and Diagnostic Center should be sure all relevant records are up to date and supplied to the facility in which the child is being placed so that an appropriate IEP for the child can be developed.

(3) Copies of all academic and related services records should be mailed to the child's Local School Division at least two weeks prior to discharge by Division of Youth Services Facility personnel so that the child can be appropriately programmed immediately upon return to the community.

### d. PRIVATE MENTAL RETARDATION RESIDENTIAL FACILITIES

(1) Prior to admission to a private residential facility for the mentally retarded, Mental Retardation Services of Community Mental Health and Mental Retardation Services Board and Local School Division are responsible for submitting formally requested education and related services records to the private facility.

(2) The private residential mental retardation facility is responsible for delivering an IEP for the child and for accessing and making provisions for additional diagnostic work-ups as needed.

(3) Prior to discharge, the private residential mental retardation facility should seek the permission of parent(s) to transmit copies of education and related services records to the Local School Division to which the child is returning as well as copies to Mental Retardation Services of the Community Mental Health and Mental Retardation Services Board.

e. PRIVATE RESIDENTIAL PSYCHIATRIC FACILITIES

(1) Prior to admission, the attending psychiatrist, whether public or private, should (with written permission) send records to the private residential psychiatric facility that will facilitate treatment and programming.

(2) Local School Division should be advised of placement and should transmit education and related services records to the psychiatric facility.

(3) Private psychiatric facility should work with Local School Division prior to discharge to assure smooth transition back into the community. With written permission, treatment records relevant to educational programming should be forwarded to the Local School Division from the private facility.

## III. FUTURE OF THE PLAN

The following items must be fully addressed to insure the future success and viability of the Plan:

## A. INDIVIDUAL AGENCY PLANS

Each agency represented on the Task Force is responsible for submitting to the Secretaries of Education and Human Resources for transmittal to the Governor by December 1, 1977, an individual plan for identification and diagnosis of children who are handicapped, which shall include implementation strategies stating the means by which the agency intends to implement the State Plan. Such individual plans shall delineate specific linkages which that agency must establish (if not already established) with other agencies in order to coordinate service delivery to children who are handicapped.

## B. COST DATA ESTIMATES

Until such time as each State agency providing services to children who are handicapped has prepared its own individual agency plan, it is premature to cite projected costs for full implementation of this Plan. Cost estimates from each agency shall be submitted no later than December 1, 1977, to the Secretaries of Education and Human Resources for transmittal to the Governor. The agencies shall assemble such cost data in order of priority, thereby giving an indication of Plan components which should be funded in the next biennium as well as those to be phased in during the subsequent biennium(a). In addition, the cost data shall reflect additional funds, excluding those currently in the agency's budget, needed for implementing the Plan and shall include, but shall not be limited to, the following budget items: additional personnel; training for personnel; administrative costs; facility expansion;

equipment upgrading.

## C. INTERAGENCY AGREEMENTS

By March 1, 1978, each agency shall develop and submit to the Secretaries of Education and Human Resources any formalized interagency agreement(s) necessary to effectively implement this State Plan. This would mean formalizing any already existing informal interagency linkages as well as establishing new interagency agreements as called for in the individual agency plans that will guarantee facilitation of the identification and diagnosis of all children who are handicapped.

## D. MAINTENANCE VEHICLE

The Task Force to Revise the Virginia State Plan for Identification and Diagnosis of Children Who Are Handicapped proposes to reconvene annually each July to assess the degree to which this Plan has been implemented and to relay to their respective agencies all relevant findings. It will be incumbent upon the Virginia Developmental Disabilities Planning Council, as a promoter of interagency coordination to upgrade service delivery, to evaluate the effectiveness of the Plan and to report their findings at the annual reconvening of this Task Force.

# COMMENTS FROM PUBLIC HEARING

REGARDING

SUB-COMMITTEE ON INTERAGENCY COOPERATION
IN STATE-WIDE DELIVERY OF SERVICES

Williamsburg-James City County Schools - Richard Merriman

Concern pertaining to designation of the coordinating agency for diagnosis and identification of handicapped children. Recommend that the coordinating agency be the agency charged with the responsibility to deliver the service.

Virginia Association for Retarded Citizens - Susan Spielberg

Interagency coordinating committees: VARC feels that both public and private special education services should be available to handicapped children. Such a mix of services is needed if handicapped children are to be assured that they will receive an appropriate special education. Our reaction to the proposal for state and local interagency coordinating committees is similar to that for regionalization. There just is not enough information upon which to base a decision. Further study needs to be done.

Chesterfield County Public Schools - John Finkler

In addition to the recommendations made by the sub-committee on interagency cooperation in state-wide delivery of services, we are concerned that the final draft of the revised Virginia Plan for the Diagnosis and Identification of

Handicapped Children seems to place the major responsibility for diagnosis and identification with the Department of Health. The assignment of this responsibility is most appropriate for infants and for those children whose handicap is of a physical nature; however, educational handicaps can be better defined, identified, and treated through the educational systems. For example, an orthopedically handicapped child may not be educationally handicapped and may not require educational modifications. In developing guidelines for interagency cooperation, we suggest that an agency be identified as the coordinator if that agency is charged with the responsibility for delivering the appropriate services. Adhering to the statement that "children who have never been through a formal diagnostic process should be referred to the Local Health Department prior to other referrals . . ." may result in an unnecessary burden to the Local Health Department, delays inproviding appropriate services, and unnecessary evaluative costs. It would certainly be more efficient to initially refer a child who has an apparent speech problem to a speech pathologist. It may be more appropriate to conduct an educational evaluation with a child who is having academic problems prior to referring that child to the Local Health Department.

Virginia Association of School Psychologists - Myron Seeman

This is one of the most difficult areas and I would commend the leadership of the committee for its ability to facilitate collaboration among professionals from different "houses." It is with regret that I find that I must be particularly critical of this document. I should like to delineate my concerns as follows:

1. VASP strongly feels that we must maintain ALL educational services to children under the roof of education.

   a. It's financially cheaper. As an example, we have existing buildings and general facilities that can comfortably accommodate in most instances the additional services that will have to be provided under the law. The program as proposed by the committee would entail the necessity to engage in expansive and expensive capital expenditures.

   b. Continuing to provide services through the school systems constutes better management procedure. The children, for example, are already being served in the public schools and constitute in a sense a "captive population." They are available for service by professionals who can function right in the local school buildings. In this case, in a sense, it is more effective to"bring Mohammed to the mountain." This is a model that already exists in most of our school systems where the various support services such as school psychologists, speech therapists, school social workers, etc. are in the local schools on a regular visitation basis.

c. Providing the services through the public schools means that the services would be close to where the need exists. Establishment of wide spread area clinics would mean that parents would have to transport their children as much as 50 to 100 miles probably for several visits. This can place an impossible burden on many poor parents who do not have access to transportation.

d. Mention must be made of the rights of privacy. When we deal with the matter of diagnosing handicapping conditions, the law forces us to come up with a variety of diagnostic labels such as, "mental retardation," and "emotional disturbance." It is possible for the labels in and of themselves to be damaging for individuals. Note particularly the reference on requirements for driver's license where the individual has to check whether they have ever been diagnosed as being mentally ill. Health department procedure requires maintenance of diagnostic labels on a state-wide computerized tape. As the process is currently followed in the school systems, these labels which are unfortunately required by law aremaintained at a local level with strict protection in terms of access to this information.

e. Labels such as mental retardation and emotional disturbance, while they are required by the law, are not particularly relevant to educational management. Much of the diagnostic procedure which would flow from the proposal outlined by the committee would have this type of medical orientation. In the schools we are more concerned with learning styles of children and facilitation of appropriate behavior. While medical information is sometimes crucial in the establishment of these programs, it is only one component of the process and not meant to be the centerpiece. The problems presented by handicapped children are extremely complex. Witness the provisions under public law 94-142 for four diagnostic components: the psychological, the sociological, the educational, and the medical. These factors interact in complex ways that require team management procedures. Since the children we are concerned with spend a great deal of their time in public schools, it is crucial that the leadership of this team be vested in educationally trained and located individuals. It is also crucial that each of the participating professionals have considerable background in the school setting. Separating out the diagnostic component from the totality of service is a medical concept that is not germain to education. Educational management of course entails the analysis of the child, his family, the school (including the role of the teacher and the curriculum as facilitating factors in good management) and the community. This then is tied into the development of comprehensive services provided (except in rare instances) in the public schools. The importance of the tie-in between the diagnostic component and the follow up services is recognized under public law 94-142 where a member of the original evaluative team is required to be part of the initial of drawing up an educational plan for the child.

f. Training/certification/licensure. Public law 94-142 speaks to a mandate for trained personnel following regulations established in the several states. Our State Department has established certification requirements usually in collaboration with the professionals involved. This is particularly relevant with respect to requirements for teachers of the handicapped, speech pathologists, school social workers, school psychologists, hearing and vision consultants, and audiologists. All of these individuals in addition to receiving training in their respective areas of expertise are also required to receive training specifically in terms of applying their techniques within local schools. This is not true of individuals employed through the health department.

It is also crucial to note that the State Legislature has specifically defined the practice of school psychology in establishing licensing requirements for that profession. Basically, the requirements for this license parallel those established by the State Department of Education. Most individuals employed as psychologists in the health department would be unable to meet the specifications of this law and would therefore be in violation of the implementation and the intent of the law. In this regard it is important to stress the basic training of the school psychologist which entails intensive exposure to evaluative procedures with children of all ages and also encompasses application of these procedures within the concept of team management.

g. Under the proposal there is an implied threat to the private sector. Good practice as well as the intent of public law 94-142 clearly require the maintenance and indeed even the reinforcement of the need to provide private alternatives to parents.

Finally, while we are concerned by the implications of the establishment of yet another weighty bureaucracy within the State, we are also deeply concerned as professionals with the provision of proper services to children, their parents, and their teachers. To this end we should like to offer our services to the committee so that services can indeed be provided in an effective fashion.

Fairfax County Public Schools - Cunningham and Gustafson

Our final comments relate to the recommendations of the Sub-Committee on Inter-Agency Cooperation, which submitted as part of its report the *Revised Virginia State Plan for the Identification and Diagnosis of Children Who Are Handicapped.* First, while we support the need for inter-agency cooperation and coordination in providing evaluative and diagnostic services, we question the basic assumption that the State Health Department through its local health departments is the most viable existing state agency to serve as the public point-of-entry for all children requiring screening and evaluative services pursuant to determining special education needs. While this may be appropriate for children in the antenatal, perinatal, and neonatal, and below the age of five, it appears unwise to invest such a responsibility in another agency when children reach school age. One of the primary reasons for questioning the central role of the health department in providing these services for special education is the presumption that all handicapping conditions have a medical basis. The medical model has not been found particularly useful or appropriate for diagnosing conditions and recommending programs for students with educational needs. Indeed, the proposed federal regulations for implementing the learning disabilities portions of P.L. 94-142 took exceptional care in delineating the appropriateness of medical evaluations and how and when they should be required. Secondly, the finding of a handicapping condition in a child does not always warrant the need for a special education program. We are wary of clinical diagnostic studies which evaluate the condition of a child out of the context of the learning environment. In order to determine the least restrictive environment required, diagnosis and evaluative studies are best carried out in the educational environment in which the services are to be delivered. Thirdly, we are concerned about assigning the responsibility for delivering special education services to agencies who have competing priorities. For example, Fairfax County conducted over 6,000 psychological evaluations and diagnostic studies in 1976-77 alone. We find it difficult to believe that another agency with multiple responsibilities could provide this level of service on a timely basis. Currently, we depend on our local health department to provide the physical examinations and more intensive specialty evaluations required by state regulations to determine eligibility for special education. Last year, we experienced waiting periods of over three months, delaying the eligibility and placement of students in need of special education services. Finally, we question whether the proposed system is the most cost-effective and efficient. A current comparison of costs for the local mental health centers with our own evaluation services found their costs four to five times as great as ours. Further, as diagnostic services including medical evaluations must be free, health and mental health department costs and charges can be predicted to escalate as they would not be able to charge fees on their present "sliding scales" nor benefit from third party payers. Thus, we fully endorse the sub-committee's recommendation that the proposed agency plans, cost estimates, and inter-agency agreements be made an integral part of the Revised Plan.

Inter-agency cooperation is necessary. Particularly, however, we feel that any coordinative effort should be built around the local agency with the primary responsibility to deliver federal and state-mandated special education programs and services. Coordinative efforts with other agencies, such as the health department, should be established to provide those services most directly identified with the agency such as free medical evaluations, general and special, as required by state regulation and federal law.

In closing, we once again would like to commend the Committee on the extensive document which it has prepared. We feel that the issues explored are both timely and relevant, representing needs expressed by parents, local school divisions, and state officials. We hope that consideration of our concerns, and concerns of others, will result in a cooperative and workable educational system for handicapped children in the Commonwealth.

Williamsburg-James City County Public Schools - Richard Merriman

That in the area of interagency agreements, cooperative agreements should be established. For those working on local levels, there is a critical need for increased collaboration relative to the needs of the handicapped.

Public Interest Law Center of Va./ACLU - Richard Foster

Have concerns on recommendation of Task Force in requiring local health providers, private health providers, reporting the needs of children who need special education. There is balancing problem here -- you have to be concerned about privacy rights of the family but also have to balance the educational needs of the child. I think that in certain cases State law may already provide a remedy for this because of the child abuse and neglect laws, particularly defining abuse in terms of mental abuse of the child and I think in really outrageous situations where the child is severely handicapped and the parents refuse to cooperate in providing a program. Perhaps those laws can provide a vehicle.

Central Virginia Speech and Hearing Center, Inc. (letter)

State Wide Delivery of Services: In general we would support the concepts of this report but because there are recommendations with definite impact on the private sector and because there was no input on the Committee from the private sector, we would recommend that approval of this Committee report be denied. In any plan for delivery of services on a statewide basis the private sector should be included and input in formalizing a report should be requested. I am particularly concerned with the apparent recommendation that would require the private sector to divulge confidential information to the public sector. Although there is precedence for this in the areas of communicable disease where there is dander to the society, we could hardly claim that spinal bifida, cleft palate, etc., etc., etc., would pose a danger to society. We would support the parents' right on freedom of choice in this and with the burden of telling the parents what their options are in the private sector.

Virginia Association of School Psychologists (letter)

Interagency Cooperation: I am concerned that this sub-committee's recommendations, especially as delineated on pages 24 (a.2-5), 25 (b and c.3), 26 (d.2 and 3), and 29 (3 and 5), may be by-passing school psychologists and suggesting that psychologists employed by the Health Department be responsible for the psychological identification and diagnosis of handicapped children.

Further, I suggest that the recommendations specifically distinguish between medical and psychological diagnosis. In the case of the latter, I strongly urge the committee to recommend that school psychologists, as part of "existing school resources," should be used for the initial referral and screening, and, if necessary, for the subsequent psychological evaluation. As currently written, these recommendations appear to overlook the well-trained, certified, and, in time, licensed school psychologist, who, in the majority of cases, is the most qualified professional to evaluate and recommend with regard to the handicapped child's psychological and psychoeducational needs.

COMMONWEALTH of VIRGINIA
*Office of the Governor*
*Richmond 23219*

Dr. Robert R. Ramsey, Jr.
Secretary of Education

October 27, 1977

MEMORANDUM

TO:

FROM: Robert R. Ramsey, Jr.
Woodrow W. Wilkerson

SUBJECT: Agency Submissions Which Are Due December 1, 1977

In keeping with the decision made by the Task Force to Revise the State Plan for the Identification and Diagnosis of Children Who Are Handicapped and addressed in the revised State Plan as transmitted to Governor Godwin on September 16, 1977, we wish to remind you that your individual agency plan as well as cost data estimates are to be submitted by December 1, 1977.

The individual plans should delineate the roles of each agency in the implementation of the overall State Plan, including all responsibilities which your agency will assume in this multi-agency approach, implementation strategies, and the specific linkages which your agency will establish with other agencies in implementing the Plan. Cost data estimates should be itemized by budget category (e.g., additional personnel) if possible and listed in order of priority. Also, we need to know how much it will cost your agency in excess of current expenditures to implement the Plan.

You may be interested in knowing that the Subcommittee on Interagency Cooperation of the Governor's Committee on Education of the Handicapped endorsed the revised State Plan (See attached Subcommittee recommendations). It was emphasized by the Subcommittee that the Plan would not be complete until the individual agency plans, cost data estimates, and interagency agreements have been added. The Plan was in turn approved by the Governor's Committee for presentation and discussion at a public hearing on October 19, 1977.

Should you need assistance prior to submitting this information, please feel free to contact our offices.

RRRjr/pm
Attachment

Dr Gilley
FYI
O.S.P.

COMMONWEALTH of VIRGINIA
*Office of the Governor*
*Richmond 23219*

Woodrow W. Wilkerson
Secretary of Human Resources

January 11, 1978

MEMORANDUM

TO: Governor Mills E. Godwin, Jr.

FROM: Robert R. Ramsey, Jr.
Woodrow W. Wilkerson

SUBJECT: Revised State Plan for the Identification and Diagnosis of Children Who Are Handicapped

In keeping with Section III ("Future of the Plan") of the Revised State Plan for the Identification and Diagnosis of Children Who Are Handicapped, we are pleased to transmit to you the individual agency plans and accompanying cost data submitted by the agencies represented on the Task Force of the same name. We also attach the following: (1) a summary of linkages proposed by the agencies; (2) a chart showing the overall public awareness system; (3) a chart on additional funding for implementation of the Plan; (4) population figures delineating categories of handicapped children submitted by the State Department of Education.

With respect to cost data, we recommend that our successors as Secretaries of Education and Human Resources work with the three major agencies involved in the Plan implementation --the Department of Education, the Department of Health, and the Department of Mental Health and Mental Retardation-- to review and resolve apparent budgetary overlaps. Such overlaps appear to exist in funding requests for public awareness and identification and diagnosis.

Please note that an addendum in the form of a memo dated January 5, 1978 is attached to the Department of Mental Health and Mental Retardation plan.

RRR/WWW/pm

Attachments

cc: Mr. Vincent J. Thomas

COMMONWEALTH of VIRGINIA
*Office of the Governor*
*Richmond 23219*

Dr. Robert R. Ramsey, Jr.
Secretary of Education

January 11, 1978

**MEMORANDUM**

TO:

FROM: Robert R. Ramsey, Jr.

SUBJECT: Completion of the Revised State Plan

Attached are copies of the materials transmitted to Governor Godwin on January 11, 1978. We also provided the Governor with copies of the individual agency plans and accompanying cost data which you submitted last month.

Please note especially the listing of linkages and possible interagency agreements based on your individual plans. We hope that you will use this list as a basis for beginning to establish interagency agreements with other appropriate State agencies. As you are aware, the completion date for these agreements is March 1, 1978. This phase will complete the revision of the State Plan. You should send these written agreements to Dr. J. Wade Gilley and Dr. Jean Harris, the incoming Secretaries of Education and Human Resources, respectively.

Copies of the final report of the Governor's Committee on Education of the Handicapped will be available soon. The Governor's Committee, with the assistance of the Subcommittee on Interagency Cooperation, decided to designate the Health Department as the point of entry for preschool children, with the Department of Education having primary responsibility for school-age children.

Should you need further information, please feel free to contact Patti Chrzan-Seelig (786-7921) or Betty Hawa (786-3585).

RRR/pm

Attachments

# ADDITIONAL FUNDING FOR IMPLEMENTATION OF THE STATE PLAN FOR THE IDENTIFICATION AND DIAGNOSIS OF CHILDREN WHO ARE HANDICAPPED

## 1978-80 Budget Request

| Agency | Identification/ Diagnosis/ Referral * | Training | Public Awareness | Total |
|---|---|---|---|---|
| Department of Corrections (Division of Youth Services) | -- | -- | -- | -- |
| Department of Education | $(8,000,000)+ | $600,000 | $ 15,000 | $ 615,000 |
| Department of Health | 3,359,227 | 90,032 | 239,000 | 3,688,259 |
| Department of Mental Health and Mental Retardation | 3,790,000** | 245,000 | 3,000 | 4,038,000 |
| Department of Vocational Rehabilitation | 530,000 | -- | -- | 530,000 |
| Department of Welfare | -- | -- | -- | -- |
| Rehabilitative School Authority | 30,000 | -- | -- | 30,000 |
| Virginia Commission for Children and Youth | -- | -- | -- | -- |
| Virginia Commission for the Visually Handicapped | -- | -- | -- | -- |
| [illegible]rginia Council for the Deaf | -- | -- | 1,560 | 1,560 |
| Virginia Developmental Disabilities Planning Council | -- | -- | -- | -- |
| Virginia School for the Deaf and the Blind | 138,320 | -- | -- | 138,320 |
| Virginia School at Hampton | --*** | -- | -- | -- |
| TOTAL ADDITIONAL FUNDING | $7,847,547 | $935,032 | $258,560 | $9,041,139 |

* Includes mostly costs for additional personnel.

** Includes $2,940,000 for inclusion in Health Department's budget to purchase contractual services from MH & MR.

*** Additional dollars will probably be requested by VSH.

+ If the Departments of Health and Mental Health and Mental Retardation cannot provide Identification and Diagnostic services to Local Education Agencies, the Department of Education will need $8,000,000 to purchase services.

## LINKAGES AND POSSIBLE INTERAGENCY AGREEMENTS PROPOSED BY AGENCIES

### State Department of Education

Education and Vocational Rehabilitation:
- Agreements on the kinds of evaluative services which can be provided by VR to children (persons under 21).
- Agreement on services from VR for children who are handicapped and leave school to insure that children are not dropped.
- Vocational education services to be provided by VR.

Education and Mental Health and Mental Retardation:
- Agreement on diagnostic services which MH & MR will provide for child with suspected emotional disturbance.
- Agreement on the type of therapeutic services MH & MR will provide in tandem with educational program.
- Agreement on who will be responsible for education and related services in MH & MR facilities (Currently, Education provides such services; but there is no formal agreement).

Education and Welfare:
- Agreement on the services which Welfare can provide to support Education's service delivery (e.g., transportation, diagnostic services, etc).
- Under Welfare's child abuse program, what procedures need to be followed if handicapped or suspected handicapped children reported are not receiving education services?
- In regular casework, if a child is suspected of being handicapped, what procedure is to be used to refer child from Welfare to Education?

Education and the Residential Schools for the Deaf and the Blind:
- Agreement on procedures for assigning children to the two Residential Schools.
- Agreement as to the extent to which the two Residential Schools can be relied on by Education for diagnostic services.

Education and the Commission for the Visually Handicapped:
- Agreement regarding the extent to which Education can rely on the Commission for evaluations of children who are visually handicapped.

Education and RSA/DYS:
- Agreement on procedures for handicapped child who is committed to DYS and evaluated such that once child is released, there will be a smooth transition back to the public school.
- Agreement between Education and DYS on definition of what constitutes a handicapping condition (Education and DYS currently have differing definitions).

Education and Health:
- Agreement on the degree to which Local Health Department medical and screening services (including audiological evaluation, PT, and OT) will be available: consideration of EPSDT Program and Medicaid-eligible children needed (State Department of Education and State Health Department must sign agreement).

Education and Health: (cont'd)
- Agreement on the level of services to be expected from Health's child development and speciality clinics
- Agreement on procedures for referral by local school division to local health department.

## Department of Vocational Rehabilitation

Vocational Rehabilitation and Education:
- Agreement with local school divisions that the Department of Vocational Rehabilitation will assist in assessing the individual's need for specific services; determining his/her vocational potential; providing referrals for specific services in the community. DVR will provide some degree of coordination based on DVR's technical expertise in evaluation of the needs of a handicapped individual.

## Division of Youth Services, Department of Corrections

Division of Youth Services, Rehabilitative School Authority and Department of Mental Health and Mental Retardation:
- Existing agreements with the RSA and MH & MR can be expanded to include a section dealing specifically with children who are handicapped.

## Rehabilitative School Authority

Rehabilitative School Authority and Education
- To formalize the RSA's exchange of information with local school divisions, RSA hopes to add a public school liaison person.

## Department of Mental Health and Mental Retardation

Department of Mental Health and Mental Retardation and Health:
- Agreement that MH & MR Chapter 10 Boards will identify and diagnose all suspected handicapped children between the ages of 2 and 21 referred by the Health Department (Health will receive funds and contract with MH & MR).

Department of Mental Health and Mental Retardation and Education:
- Through the Chapter 10 Boards MH & MR will develop, with Education, administrative procedures to insure continuity of school services and timely flow of money for individuals as they move from communities to institutions and back into their communities.

## Virginia Commission for Children and Youth

Virginia Commission for Children and Youth with State Departments of Education and Health:
- Linkage with State Departments of Education and Health in the implementation of an on-going comprehensive information and referral system. This would include use of the VCCY

Virginia Commission for Children and Youth with State Departments of Education and Health: (cont'd)
newsletter, workshops on the needs of handicapped children, and dissemination of information packets.

## Virginia Commission for the Visually Handicapped

Virginia Commission for the Visually Handicapped and Health:
- Agreement between VCVH's seven Education Consultants and Health Department's C & E Clinics that the VCVH will refer all newly identified pre-school and multi-handicapped blind and visually impaired children to the C & E clinics unless records of full developmental testing from previous sources are made available by the parents to the Commission.

Virginia Commission for the Visually Handicapped and Education:
- Agreement between VCVH and Education that all newly referred visually impaired children will receive a formal Orientation and Mobility evaluation (except in Fairfax, which operates its own Orientation and Mobility program) during their first six months in the service system.

Virginia Commission for the Visually Handicapped with Education and Health:
- The seven Education Consultants should maintain direct contact with all school divisions and with all clinics operated by Bureau of Child Health of the State Health Department. These consultants are available to assist in the testing and assessment process scheduled for any individual child at a school or at a clinic, including consultations at staffings which are held after such tests.

Virginia Commission for the Visually Handicapped and Education:
- Agreement that the names of newly identified visually impaired pre-school and school-age children (including private school children) will be made known to the Director of Special Education of the Local School Division as soon as confirmation of visual impairment is received from an opthalmologist or optometrist.

Virginia Commission for the Visually Handicapped with Education and All Appropriate State Agencies:
- The VCVH's Assistant Director of Education Services for Psychological Services (a licensed psychologist) should maintain liaison with psychological services personnel of all school divisions and all state agencies which serve handicapped children and should be available for direct testing, training of other psychologists, staffing, consultation, limited parent counselling and related services.

## Department of Health

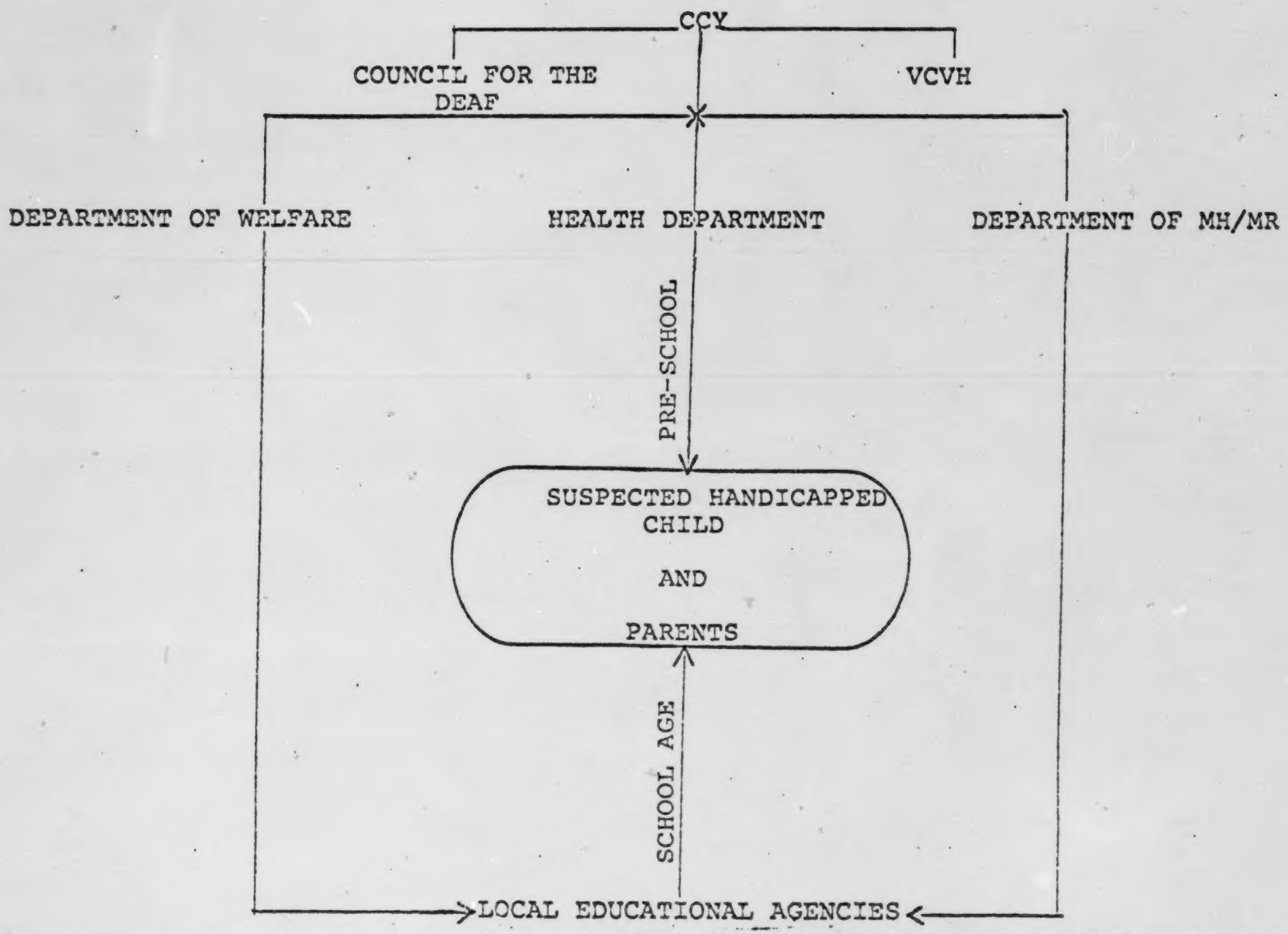
Department of Health and Education:
- Agreement that Department of Education is responsible for funding of education consultant positions assigned to Health Bureau of Crippled Children Specialty Clinics.

Department of Welfare (cont'd)

Department of Welfare and the Department of Health:
- Agreement that Welfare will refer clients to Health Department clinics (e.g., Well Baby Clinics, Family Planning Clinics).

Department of Welfare and the Department of Health:
- Agreement that Welfare will refer child abuse cases to Health Department.

# PUBLIC AWARENESS COMPONENT


CCY
COUNCIL FOR THE DEAF
VCVH
DEPARTMENT OF WELFARE
HEALTH DEPARTMENT
DEPARTMENT OF MH/MR
PRE-SCHOOL
SUSPECTED HANDICAPPED CHILD AND PARENTS
SCHOOL AGE
LOCAL EDUCATIONAL AGENCIES

NOTE: It has been suggested by Education that the money for the Public Awareness Component be pooled and utilized from one source for media, brochures, posters, etc.

NOTE: Health and Local Education agencies will be "primary" in the Public Awareness Component.

LD1356

# HOUSE JOINT RESOLUTION NO. 79

Offered February 1, 1978

*Relating to the revised State Plan for the Identification and Diagnosis of Children Who Are Handicapped.*

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Patrons–Ashworth and Anderson, C. W.

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Referred to the Committee on Health, Welfare and Institutions

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WHEREAS, the recommendation of two independent studies conducted in nineteen hundred seventy-seven is that a viable system be developed in the Commonwealth to identify, as early as possible, every child who has a condition handicapping him physically, mentally, emotionally, culturally or socially and to provide appropriate diagnostic and referral services; and

WHEREAS, an interagency State Plan for the Identification and Diagnosis of Children Who Are Handicapped has been formulated and revised, thus providing the framework for such a system; and

WHEREAS, the successful implementation of this Plan is dependent upon submission of and adherance to individual State agency service plans, interagency agreements and concomitant findings; now, therefore, be it

RESOLVED by the House of Delegates, the Senate concurring, That the Secretary of Human Resources and the Secretary of Education are requested to finalize the Plan as soon as possible and develop a schedule for its implementation; and, be it

RESOLVED FURTHER, That the Secretary of Human Resources is requested, one year following the Plan's completion, (1) to designate a non-participating agency to evaluate the implementation of the Plan to date and (2) to begin holding periodic public hearings to receive comments and recommendations from clients and other citizens regarding the Plan.

# ENGROSSED

## HOUSE BILL NO. 959

House Amendments in [ ] - February 20, 1978

*A BILL to amend and reenact §§ 22-10.3, 22-10.4, 22-10.5, 22-10.7, 22-10.8, 22-10.11 and 22-275.6 of the Code of Virginia and to repeal § 22-275.5 of the Code of Virginia, the amended and repealed sections relating to special education for handicapped children and compulsory school attendance.*

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Patrons–McDiarmid, Lemmon, and Sisisky

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Referred to the Committee on Education

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Be it enacted by the General Assembly of Virginia:

1. That §§ 22-10.3, 22-10.4, 22-10.5, 22-10.7, 22-10.8, 22-10.11 and 22-275.6 of the Code of Virginia are amended and reenacted as follows:

§ 22-10.3. Definitions.–As used in this chapter:

(a) "Handicapped children" includes all ~~children in the Commonwealth between the ages~~ *(i) who will reach the age* of two *by the date specified in* [ *§ ~~22-175.1~~ § 22-275.1* ] and *who have not reached the age of* twenty-one years , *(ii)* who are mentally retarded, physically handicapped, *seriously* emotionally disturbed, ~~learning disabled,~~ speech impaired, hearing impaired, visually impaired, multiple handicapped or *who have a specific learning disability or who are* otherwise handicapped as defined by the Board of Education *and (iii) who because of such impairments need special education* .

(b) "Special education" means classroom, home, hospital, institutional or other instruction , *including physical education and vocational education,* to meet the *reasonable educational* needs of handicapped children, transportation, and corrective and supporting services required *or appropriate* to assist handicapped children in taking advantage of, or responding to, educational programs and opportunities commensurate with their abilities. *The Board of Education shall determine by regulation standards for determining which instruction and services must be provided pursuant to an individualized education program.*

*(c) "Specific learning disability" means a disorder in one or more of the basic psychological processes involved in understanding or using language, spoken or written, which may manifest itself in an imperfect ability to listen, think, speak, read, write, spell, or to do mathematical calculations. The term does not include children who have learning problems which are primarily the result of visual, hearing, or motor handicaps, of mental retardation, or of environmental, cultural or economic disadvantage.*

§ 22-10.4. Board to prepare special education program for handicapped children.– *A.* The Board of Education shall prepare and ~~place in operation~~ *supervise the implementation by each school division of* a program of special education designed to educate and train handicapped children between the ages of two and twenty-one and may prepare and place in operation such program for such individuals of other ages. ~~In the development of such program, the Board of Education shall assist and cooperate with~~ *The program developed by the Board of Education shall be designed to ensure that all handicapped children have available to them a free and appropriate education, including special education designed to meet the reasonable educational needs of such children.* Local school boards in the several school divisions ~~and shall cooperate with~~ , the Commission for the Visually Handicapped ~~and~~ , the Virginia Council for the Deaf *and other State and local agencies which can or may be able to assist in providing educational and related services shall assist and cooperate with the Board of Education in the development of such program* .

*B. The Board of Education shall prescribe procedures to afford due process to handicapped children and their parents or guardians and to school divisions in resolving disputes as to program placement* [ ~~*and tuition eligibility*~~ *, individualized education program, tuition eligibility and other matters as defined in State or federal law or regulations* ] .

*C. The Board of Education may provide for final decisions to be made by a hearing officer.*

*D. Any* [ ~~*person*~~ *party* ] *aggrieved by the findings and decision made pursuant to* [ ~~*such procedures*~~ *the procedures prescribed pursuant to subsections B. and C. of this section* ] *may bring a* *civil action in the circuit court for the jurisdiction in which the school division is located. In any such action the court shall receive the records of the administrative proceedings, shall hear additional evidence at the request of a party, and basing its decision on the preponderance of the evidence, shall grant such relief as the court determines appropriate.*

*E. Whenever the Board of Education, in its discretion, determines that a school division fails to establish and maintain programs of free and appropriate public education which comply with regulations established by the Board, the Board may withhold all special education monies from the school division or use the payments which would have been available to such school division to provide special education, directly or by contract, to eligible handicapped children in such manner as the Board considers appropriate.*

*F. The Board of Education is authorized to supervise educational programs [ for and placements of handicapped children ] by other public agencies.*

§ 22-10.5. School divisions to provide special education; plan to be submitted to Board; State to share increased costs for supplies and personnel.–Each school division shall provide *free and appropriate education, including* special education , for the handicapped children *residing* within its jurisdiction in accordance with rules and regulations of the Board of Education. Each school division shall submit annually to the Board of Education by such date as the Board shall specify a plan acceptable to the Board for such education for the year following and a report indicating the extent to which the plan required by law for the preceding year has been implemented.

~~The plan approved by the Board for the ensuing year shall include estimated costs of the program and shall show the obligation for local expenditure and the obligation to be borne by the State.~~

~~If the approved plan requires the local division to increase expenditures for supplies or personnel, the same shall be included in the estimated cost and the State shall share in these costs in the ratio not less than used in the distribution of basic State aid.~~

§ 22-10.7. Visually impaired children.–(a) Special education for visually impaired children provided by a school division shall be established, maintained and operated jointly by the local school board and the Virginia Commission for the Visually Handicapped subject to the rules and regulations of the Board of Education.

(b) The Virginia Commission for the Visually Handicapped shall prepare and place in operation a program of special education services in addition to the special education provided in the public school system designed to meet the educational needs of visually impaired children between the ages of birth and twenty-one and may prepare and place in operation such programs for such individuals of other ages. In the development of such a program, the Virginia Commission for the Visually Handicapped shall cooperate with the Board of Education and local school boards in the several school divisions.

(c) As used in this section:

(1) "Visually impaired" ~~means having vision which after best correction limits ability to profit from a normal or unmodified educational setting~~ *shall be defined by the Board of Education* [ *and the Virginia Commission for the Visually Handicapped* ].

(2) "Program" means a modified program which provides special materials or services and may include the employment of itinerant teachers or resource room teachers for the visually impaired.

§ 22-10.8. Reimbursement of parents or guardian of handicapped children in private schools; reimbursement of local boards from State funds.–(a) ~~If a school division is unable to provide appropriate special education for a handicapped child, such education is not available in a State school or institution, and the parent or guardian of any such child pays or becomes obligated to pay for his attendance at a private nonsectarian school for the handicapped approved by the Board of Education, the school board of such division shall pay the parent or guardian of such child for each school year three fourths of the tuition cost for such child enrolled in a special school for handicapped children; provided that the school board shall not be obligated to pay more than twelve hundred fifty dollars to the parent or guardian of each such child attending a nonresidential school nor to pay to the parent or guardian of each child attending a residential school more than five~~

~~thousand dollars. The school board, from its own funds, is authorized to pay to the parent or guardian such additional tuition as it may deem appropriate. Of the total payment, the local school board shall be reimbursed sixty per centum from State funds as are appropriated for this purpose, which amount shall not exceed seven hundred fifty dollars for a handicapped child in a nonresidential school nor three thousand dollars for a handicapped child in a residential school; provided, however, that the local school board is not required to provide such aid if matching State funds are not available. In the event State funds are not available, the local school board shall pay the parent or guardian tuition costs of such child in an amount equal to the actual per pupil cost of operation in the average daily membership for the school year immediately preceding, and such school board shall be entitled to count such pupils and receive reimbursement from the basic school aid fund in the same manner as if the child were attending the public schools. Payment by a local school board pursuant to this subsection to a parent or guardian who is obligated to pay for a child's attendance at a private nonsectarian school for the handicapped shall be by a check jointly payable to such school and to such parent or guardian. Payment by a local school board pursuant to this subsection to reimburse a parent or guardian who has paid for a child's attendance at a private nonsectarian school for the handicapped shall be by check payable to the parent or guardian.~~ *If a school division is unable to provide a free appropriate public education to a handicapped child and* [ *~~an appropriate education is not~~ it is not appropriately* ] *available in a State facility, it shall offer to place the child in a nonsectarian private school for the handicapped approved by the Board of Education or such other licensing agency as may be designated by State law. The school board of such division shall pay to or on behalf of the parent or guardian of such child the reasonable tuition cost and other reasonable charges as may be determined by the Board of Education. The school board, from its own funds, is authorized to pay such additional tuition or charges as it may deem appropriate. Of the total payment approved by the Board of Education, the local school board shall be reimbursed sixty per centum from such State funds as are* *appropriated for this purpose.*

(b) Where a local school board enters into an agreement with another school division or divisions or a public or private nonsectarian school to pay the tuition cost of special education for handicapped children within its jurisdiction, the Board of Education is authorized to reimburse a local school board sixty per centum of its *reasonable* costs ~~in an amount not to exceed seven hundred fifty dollars per pupil for a handicapped child in a nonresidential public or private school and three thousand dollars for a handicapped child in a residential school~~ *as determined by the Board of Education* .

(c) The Board of Education is further authorized to reimburse each local school board operating a preschool special education program for handicapped children aged two through four, sixty per centum of its costs ~~but not to exceed one thousand dollars per pupil from such State funds as are appropriated for this purpose~~ .

§ 22-10.11. Transportation of handicapped children attending public or private special education programs.–Each handicapped child enrolled in and attending a special education program provided by the school division pursuant to any of the provisions of § 22-10.6 *or § 22-10.8* shall be entitled to transportation to and from such school or class *at no cost if such transportation is necessary to enable such child to obtain the benefit of educational programs and opportunities* . The school board may, in lieu of providing transportation, allot funds to ~~assist in paying the cost of other means of transportation~~ *pay the reasonable cost of transportation. The Board of Education shall reimburse the school board sixty per centum of such cost if funds therefor are available* . ~~The Board of Education shall fix a maximum shared amount for such cost with due regard to the cost of transporting pupils in the public schools. Not less than forty per centum of such maximum shared cost shall be paid by the school division in which such child resides and sixty per centum of such maximum shared cost shall be paid by the State, subject to funds being available.~~

Each handicapped child attending the Virginia School for the Deaf and Blind or the Virginia School at Hampton shall be provided transportation by such school to and from the school and the place of residence of such child's parent or guardian whenever such school is officially closed.

~~A school board may provide transportation or funds to assist in paying the cost thereof to handicapped children in its jurisdiction who are enrolled in and attending private, nonsectarian, residential and nonresidential schools pursuant to the provisions of § 22-10.8 (a). The Board of Education shall fix a maximum shared amount for assistance in paying the cost of any such handicapped child's transportation. Sixty per centum of such maximum shared amount shall be paid by the State subject to funds being available and not less than forty per centum of such maximum shared amount shall be paid by the school division in which such child resides. Nothing in this section shall prohibit a school board from supplementing the transportation costs of a handicapped child in an amount greater than its share of the aforesaid maximum shared amount or maximum shared cost.~~

§ 22-275.6. Duty of parent or guardian.–Every person having under his or her control a child between the ages above set forth shall cause the child to attend school or receive instruction as required by this article ~~unless such child is a handicapped child as defined in § 22-10.3 and the school division where such child is entitled to attend school free does not provide a program of special education for such child or~~ unless such child is exempt from the provisions of this article pursuant to § 22-275.3.

2. That § 22-275.5 of the Code of Virginia is repealed.

3. That the provisions of this act shall become effective September one, nineteen hundred seventy-eight.

Official Use By Clerks

| | |
|---|---|
| **Passed By The House of Delegates** | **Passed By The Senate** |
| without amendment ☐ | without amendment ☐ |
| with amendment ☐ | with amendment ☐ |
| substitute ☐ | substitute ☐ |
| substitute w/amdt ☐ | substitute w/amdt ☐ |
| Date: ______________ | Date: ______________ |
| Clerk of the House of Delegates | Clerk of the Senate |

# INTERAGENCY COOPERATIVE SERVICES AGREEMENT
# VIRGINIA DEPARTMENT OF HEALTH AND VIRGINIA DEPARTMENT OF EDUCATION

This interagency cooperative services agreement is made and entered into this March 1, 1978, by and between James B. Kenley, M.D., Commissioner of the Department of Health and W.E. Campbell, Ed.D., Superintendent of Public Instruction.

The purpose of this agreement is to provide for maximum coordination and utilization of services of each Department in order to be consistent with the "Revised State Plan for the Identification and Diagnosis of Children Who Are Handicapped."

The provision of this agreement shall reflect the policies of the Department of Health and the Department of Education and shall become effective upon the date signed by the Commissioner and the Superintendent. The agreement shall terminate in one year subject to renewal with or without amendments. The agreement may be amended subject to the mutual consent of the parties concerned, and it may be altered or voided to reflect changes imposed by Federal and/or State regulations or laws by either party provided that such changes are stated in writing to the other party.

A. The Department of Health agrees to the following:

1. To serve as a point of entry for the early detection of children with handicapping conditions by utilizing the available services of local health departments.
2. To provide diagnostic and appropriate treatment examinations for eligible children through the Crippled Children's program.
3. To provide medical examinations for eligible children entering school for the first time.
4. To provide comprehensive diagnostic services for children with developmental problems through the facilities of the regional child development clinics.
5. To continue the sickle cell testing program for school age children.
6. To share appropriate evaluative and diagnostic information with appropriate public school personnel where necessary for educational programming and the placement of handicapped children.
7. To provide assistance to the Department of Education and local school divisions in the development and maintenance of proper occupational and physical therapy services in public school settings.

8. To provide referral audiological services for local school divisions.
9. To provide office facilities and support staff for educational consultants assigned to the various child development and child speciality clinics operated by the Department of Health.
10. To share appropriate information necessary for the supervision of the educational consultants with authorized representatives of the Department of Education.

B. The Department of Education agrees to the following:

1. To the development of procedures designed to assure the full utilization of local school division personnel and services in the evaluation process before referral to Health Department operated diagnostic clinics.
2. To assign educational consultants to the Bureau of Crippled Children and Child Development Clinics.
3. To share appropriate information in conformity with the Management of the Student's Scholastic Record in the Public Schools of Virginia with the Department of Health clinics necessary for the provision of health services.
4. To provide appropriate supervision of special education personnel assigned to speciality clinics.
5. To maintain a formal communication system between the local school divisions and the speciality clinics regarding the procedures for referring children to such clinics and other related matters.
6. To assist in obtaining or make available, as may be feasible, federal funds in support of the health components of the above referenced State Plan.

C. Funding Sources:

The implementation of this agreement is contingent upon the availability of appropriate funding for the above referenced services.

| | |
|---|---|
| WE Campbell | JB Kenley M.D. |
| W.E. Campbell, Ed.D.<br>Superintendent of Public Instruction | James B. Kenley, M.D.<br>Commissioner<br>Virginia State Department of Health |
| Date: March 29, 1978 | Date: March 28, 1978 |
| J. Wade Gilley, Ph.D.<br>Secretary of Education | Jean L. Harris, M.D.<br>Secretary of Human Resources |
| Date: | Date: |

## D. Evaluation Instruments

COMMONWEALTH of VIRGINIA

*Office of the Secretary of Education*
Fifth Floor, Ninth Street Office Building
Richmond 23219

February 3, 1977

MEMORANDUM

TO: All agencies and Institutions Assigned to the Secretary of Education

FROM: James E. Price
Chief Education Planner

SUBJECT: Issue Identification and Analysis Process: Needs Assessment Survey

Please complete the attached survey and return it to my office not later than February 18, 1977.

February 3, 1977

## ISSUE IDENTIFICATION AND ANALYSIS PROCESS

### Needs Assessment Survey

Prior to this survey, each institution of higher education and educational and cultural agency was sent a memorandum from the Secretary of Education. The memorandum explained the Issue Identification and Analysis Process which was issued by the Governor.

In an attempt on my part to determine whether there is a need for the Identification and Analysis Process, please answer the following questions:

1. Did the State have an identifiable process for determining significant educational issues or needs prior to the Governor's Executive Order for identifying and analyzing educational issues?

   Yes_____ No_____ If yes, please explain.

2. Is there a need for an issue identification and analysis process to determine significant educational issues or needs on a statewide basis?

   Yes_____ No_____ Comments:

3. Is there a need to provide your agency or institution with input into the Executive Budget?

Yes_____ No_____ Comments:

4. How costly will the Issue Identification and Analysis Process be to your agency or institution? Please delineate costs.

Comments:

5. Is there a need to provide for more central direction by the Secretary of Education for agency and institution input to the Executive Budget?

Yes_____ No_____ Comments:

6. Is there a need to provide funds for the most significant state educational needs?

Yes_____ No_____ Comments:

7. Is there a need to provide the Secretary of Education/ the Governor with information regarding significant needs affecting your agency or institution?

Yes_____ No_____ Comments:

8. Is there a need to provide for the resolution of significant needs or issues which are important to the state education system?

Yes_____ No_____ Comments:

9. Is there a need to identify significant needs which have budgetary implications for education in Virginia?

Yes_____ No_____ If yes, please explain.

10. Is there a need to identify significant needs which can be resolved by the Secretary of Education?

Yes_____ No_____ Comments:

11. Is there a need to identify significant needs or issues for the purpose of making policy changes?

Yes_____ No_____ Comments:

12. Is there a need for the analysis of significant needs or issues before considering them for inclusion in the Executive Budget?

Comments:

13. Is there a need for continuous review of educational needs of agencies and institutions by the executive branch of government?

Yes_____ No_____ Comments:

14. Should there be an identification of needs or issues by the executive branch annually______ or biennially______?

Please check one of the above blanks.

COMMONWEALTH of VIRGINIA
*Office of the Governor*
*Richmond 23219*

J. Wade Gilley
Secretary of Education

April 7, 1978

MEMORANDUM

TO: Agencies and Institutions of Higher Education

FROM: James E. Price
Chief Educational Planner

SUBJECT: Issue Identification and Analysis Process

On August 16, 1976, the Executive Department of Government initiated a procedure for the identification and analysis of significant statewide issues. This Process was designed to assist the Governor in formulation of major policy decisions and allocation of State resources for the 1978-80 Biennium.

To determine the effect of the above Process on your agency or institution, I am attaching issue categories which this Office considered significant. Moreover, a short statement on some issue categories is included to provide you with information on how the Governor's Office resolved certain significant issues. Additionally, please note that Education, especially higher education, received a tremendous amount of newspaper coverage concerning its issues or needs.

Using the attached information and your experience with the Process, please answer the questions on the attached evaluation form and return it to me by April 21.

pm

Attachments

# Issue Categories That Were Considered Significant

## Higher Education

1. CAPITAL OUTLAY

   Some capital outlay concerns were resolved by the Governor's Office through his support of the $86,475,000 bond issue for higher education.

2. SALARY INCREASE/ADJUSTMENT FOR FACULTY AND CLASSIFIED EMPLOYEES

   Funds were included in the 1978-80 budget recommendations of the Governor and appropriated by the General Assembly.

3. 70/30 STATE PLAN

   Issue has been resolved to some extent through negotiations with Appropriations Committee Staff, College Presidents, and Secretary of Education's Office.

4. ADMINISTRATIVE "RED" TAPE/FEDERAL AND STATE REQUIREMENTS

   The Governor issued Executive Order Number 52 to establish the Forms Management Program in 1977.

5. FEDERAL/STATE REQUIREMENTS

6. FUNDING OF SUMMER SCHOOL PROGRAMS

7. SUBSIDIZATION OF STUDENT HOUSING

8. INCREASES IN STATE FUNDS BECAUSE OF REDUCTION IN FEDERAL FUNDS

9. MALPRACTICE INSURANCE FOR DOCTORS IN PUBLIC HOSPITALS

10. FTE GUIDELINES FOR FUNDING

11. REVERSION OF MAINTENANCE AND OPERATION BUDGETED FUNDS

    No reversion of funds is expected for the 1978-80 Biennium.

12. FINANCIAL AID TO STUDENTS

    The Virginia Education Loan Authority was established, and the TAGLP was raised from $400 to $500 by the Governor. Also, funds for College Scholarship Programs were increased substantially over 1976-78 Biennium.

13. FUNDING OF LIBRARIES

14. AUTONOMY/CENTRALIZATION

15. ADULT AND CONTINUING EDUCATION PROGRAMS

16. TUITION ASSISTANCE TO PRIVATE INSTITUTIONS

17. NON-TRADITIONAL DELIVERY OF PROGRAMS

18. SUM SUFFICIENT APPROPRIATION

19. FUNDING OF PUBLIC COMMUNITY SERVICES

## Higher Education (Cont'd)

20. STATE SUPPORT OF TEACHING HOSPITALS

21. OPERATION OF COMPUTER CENTERS

22. FUNDING OF REMEDIAL PROGRAMS

23. STANDARDS AND CRITERIA USED TO ALLOCATE FINANCIAL RESOURCES TO HIGHER EDUCATION

## Elementary and Secondary Education

24. HANDICAPPED EDUCATION

The Governor established the Governor's Committee on Education of the Handicapped and recommended an increase in the appropriations for special education. Also, the Secretaries of Education and Human Resources revised the State Plan for the Identification and Diagnosis of Children Who Are Handicapped.

25. ALTERNATIVE EDUCATION PROGRAMS

26. BASIC AID FORMULA

27. OPTIMUM PUPIL-TEACHER RATIOS

Note: The Secretary of Education's Office received 323 issues and 230 or 71% were related to higher education. The other 29% were contributed by the State Department of Education, Schools for Deaf and the Blind, and various cultural agencies.

## Issue Identification and Analysis Process

## Evaluation Form

Name of Institution ____________________
Name of Person Completing Form ____________________
Address ____________________
Telephone ____________________ Date ____________________

Please answer the following questions by simply circling the appropriate word to the right.

|  |  |  |  |  |
|---|---|---|---|---|
| 1. | How much do you think the Process focused attention on significant educational issues? | none | some | very much |
| 2. | How much do you think the Process helped your institution or agency to express its educational needs? | none | some | very much |
| 3. | Do you think the Governor's Office resolved enough issues to effectively impact on your agency or institution? | yes | no |  |
| 4. | How much do you think the Process enhanced the ability of the Governor to allocate resources more effectively for education? | none | some | very much |
| [illegible]. | How much do you think the Process enhanced the ability of the Governor to initiate policy in the area of education? | none | some | very much |
| 6. | Do you think the Governor's Office selected appropriate educational issues to resolve? | yes | no |  |
| 7. | How much do you think the Process informed the Secretary of Education of significant educational issues or needs? | none | some | very much |
| 8. | Of the 66 issues considered for the analysis process, the 70/30 issue was the only one analyzed. Do you think this issue was the most deserving of the analysis? | yes | no |  |
| 9. | Do you think other issues should have been included in the analysis process? If so, list the issue under comments. | yes | no |  |
| 10. | Do you think the Process should continue as part of the budget cycle? | yes | no |  |

Agency/Institution Comments

Please Return Evaluation Form to: Mr. James E. Price
Chief Educational Planner
Office of the Secretary of Education
Fifth Floor, Ninth Street Office Building
Richmond, Virginia 23219

## E. News Clippings Related to the Practicum

## Repetition Cited as Problem With State

10/5/76

# Free Us of So Much Paperwork, Colleges Ask

3y ALLEN McCREARY
*wsLeaderEducation Writer*

'ILLIAMSBURG — State
ncies in Virginia need to get
other on requests for infor-
tion from public-supported
eges to avoid burying the
leges in unnecessary
erwork, the president of the
lege of William and Mary
l today.

'r. Thomas A. Graves Jr.,
sident of the college, agreed
provide a "bill of par-
:lars" explaining to the

'elated story on Page 22.)

te Council of Higher Educa-
how a number of state agen-
; are requesting similar in-
nation from William and
ry and other colleges.

'r. Daniel E. Marvin Jr.,
ector of the higher education
ncil, told council members,
, met at the college, that he
ports Dr. Graves' sugges-
and believes something can
done to help solve the
blem.

### T CONTROL

r. Graves said it is "too
" to do anything about the
tly and time-consuming
orts required by various
eral agencies, but said "we
e a chance to do something
ontrol this sort of thing at
state level before it gets out
and."

'ultiple requests for infor-
ion are going to the colleges
from the Division of Planning and Budget, the House Appropriations Committee, the Division of Personnel, the Joint Legislative Audit and Review Commission, and several others, Dr. Graves said.

He said preparation of the reports consumes college resources and manpower that could be directed toward the educational mission of the institution.

In a presentation to the council during the last session of a two-day meeting, Dr. Graves said William and Mary faces "a very serious financial situation this year."

"The budget we submitted which was approved for 1976-77 was as tight and as lean as it possibly could be. As a result of the governor's mandate for a 5 per cent reversion of these funds, our programs and plans have been devastated," Dr. Graves said.

Dr. Graves noted that Gov. Mills E. Godwin Jr. said he hoped the reversion of funds would not affect the quality of academic programs and would not lead to the possibility of laying off salaried classified personnel.

"I have had to tell the leaders of the executive and legislative branches of state government that I believe this is a false hope," Dr. Graves said.

Former U.S. Sen. William B. Spong, now dean of the William and Mary law school, told state council members he is concerned the council did not place a high-priority rating on the proposed $5.6 million building for the law school.

### LAW PRIORITY

Spong told the council General Assembly members seem to be sympathetic to the need for a new law school building, but have questions because the higher education council did not assign a high-priority rating to the law school building in capital outlay recommendations to the 1976 General Assembly.

The Assembly appropriated money for the law school site work and gave Godwin the power to allocate construction funds if it appeared the law school would lose its accreditation without the new building.

Spong said he thinks the concern of the American Bar Association, which is "not satisfied with our standards," is a very serious matter.

"I'm not prepared to say the accreditation is definitely going to be removed if the building is not built, but I think the situation is that serious," Spong said.

Two council members, H. Merrill Pasco of Richmond and George M. Warren Jr. of Bristol, said they agree the law school building is needed badly and that the council should re-evaluate its list of priorities for college buildings.

10/6/76

# Higher Education Council Counters Critical Presidents

*Continued From First Page*

Richmond red tape that their colleges will grind to a stop.

Where has the state council "got you hung up?" asked council Director Daniel E. Marvin Jr. in a meeting with William and Mary officers near the end of a two-day meeting at the college.

"I am not expressing concern about the state council," Graves responded. He said the presidents are more concerned about demands and restrictions coming from the State Division of Budgeting and Planning.

The unusual exchanges came as Graves renewed charges, underlined most recently in a series of position papers for Gov. Mills E. Godwin Jr., that the abundance of state strictures on the colleges and the shortage of dollars have already done them substantial damage.

"Our programs and plans have been devastated" by Godwin's last order to cut spending 5 per cent, Graves told the council at a session in Phi Beta Kappa Memorial Hall.

Council Chairman J. Harvie Wilkinson Jr. recalled that the council, doing the job ordered by the General Assembly, has been accused by the president of "homogenizing" the colleges. "Wherein is the council trying to homogenize William and Mary?" asked Wilkinson.

By imposing the same restrictions on library funds that affect all the colleges, answered John R.L. Jonson Jr., college rector from Wilmington, Del. Johnson argued that the college's library, as a valued state resource, deserves special financial treatment.

Also arguing for special library treatment are Virginia Commonwealth University and Virginia Polytechnic Institute and State University, for example, Marvin noted.

He nevertheless worries, Marvin added, that the council may become "a great force for mediocrity rather than a great force to improve the quality of higher education. ..." Marvin recalled that it was the legislature that charged the council with encouraging more equitable distribution of state revenue resources.

The "have-not" schools are gaining support at the expense of the traditional leaders such as William and Mary, Marvin said. "You can't do that without coming into tension" with those traditional leaders, he added.

"Now I sense the tension is at a point that our [council] work can't be accomplished," the director said.

Wilkinson voiced the view that underlying the presidents' "homogenization" charges are feelings that shrinkages in state revenue resources encourage some colleges to fear that they are being "leveled down."

Wilkinson had a reminder for those fearing that. "We have got to try to do equity with limited resources," he said.

"I am concerned with leveling down," Graves responded.

Smith, House Appropriations Committee chairman when still in the legislature, reminded William and Mary that it gets more state money under the new budget system, comparatively speaking, than it got under the old system. Under the latter, he recalled, what a college got usually depended on the lobbying strength of its alumni association.

Marvin wanted to know how the council might help the colleges deal with what they regard as an unreasonable amount of red tape.

Graves proposed a Cabinet-level task force to survey the situation. Smith, pointing to what he saw as bureaucratic overlaps between emerging functions of Secretary of Education Robert R. Ramsey Jr. and the state council, seconded Graves' suggestion.

George M. Warren Jr. of Bristol called on Graves to meet with other state college presidents and come up with a "bill of particulars" documenting allegations of excessive red tape.

At the end of the two-day session, there were comforting words for Director Marvin.

"We are behind you," said Adelaide H. Stegman of Annandale, speaking for herself and other council members.

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# Education Panel Counters Critics

Richmond Times-Dispatch 10-6-76

**By Charles Cox**
*Times-Dispatch*
*Education Writer*

WILLIAMSBURG — The State Council of Higher Education struck back Tuesday at its critics among the college presidents. The upshot was a call for a Cabinet level task force to reduce made-in-Richmond red tape that the presidents say is bringing their colleges to a standstill.

After hearing President Thomas A. Graves Jr. of the College of William and Mary renew complaints that the colleges get too much control and too few dollars from state government in Richmond, council member W. Roy Smith of Petersburg had a question.

Do the presidents quarrel with the coordinating job assigned the council by the General Assembly, or do they challenge the way the council is doing the job?

### Supported Law

Dr. Graves, who speaks for all presidents as the chairman of Council of Presidents of the State Colleges and Universities, quickly recalled he was and is a supporter of the 1974 law considerably strengthening the coordinating authority of the council over the tax-supported colleges.

Graves said he sees a "fine line between coordination and governance ... and you are holding to the coordinating side." The trouble is, he added, that the presidents worry they will become so entangled in

*Continued on Page 6, Col. 1*

October 1977 Richmond Times-Dispatch

# Red Tape Strangling Them, Colleges Say

**By Charles Cox**
*Times-Dispatch Education Writer*

Presidents of Virginia's tax-supported colleges have complained bitterly that they get too much control and too few dollars from the state government in Richmond. The two factors may be killing their colleges, the presidents have said in position papers for the governor.

Lurking somewhere ahead, presidents of the College of William and Mary and Norfolk State said, they see threats of faculty unionism. The president of Virginia State College, like the head of William and Mary, detects a desperate need for additional funds to widen remedial reading and writing programs, particularly for freshmen.

Virginia State's president called on Virginia to confront the issues of college desegregation, principally by admitting more black students and hiring more black teachers at historically white colleges.

The presidents have aired their gripes, fears, ambitions and dreams in a series of "significant issues" papers sent to Gov. Mills E. Godwin Jr. through Secretary of Education Robert E. Ramsey Jr. Two papers took up less than one page. Others exceeded 30 pages.

Godwin and Maurice B. Rowe, Godwin's Cabinet director, asked all state government departments to make lists of "significant issues" facing Virginia. Godwin expects to use the lists from agency director, once filtered by his Cabinet, to build his 1978-80 budget.

The presidents probably aimed their sharpest barbs at the State Council of Higher Education and state budget officials, but they spared neither the governor nor the legislature. All officials are seen as agents of "centralization"; all are seen as spinning a web of red tape that strangles initiative, stifles institutional innovation and wastes money, the presidents insisted in uncharacteristically blunt language.

T. Edward Temple, Cabinet chief under ex-Gov. Linwood Holton and now on the other side of the fence as president of Virginia Commonwealth University, said in his paper: "The sometimes conflicting roles of institutional administrations, governing boards, State Council of Higher Education, State Budget Office, State Personnel Office; State Office of Automated Data Processing, the several state-level secretaries, the General Assembly and the governor, result at the institutional level in confusion, chaos and frequent dismay."

President Thomas A. Graves Jr. of the College of William and Mary summed it up this way: "The diversity ... of demands by the commonwealth on the agencies to provide statistical data to establish management controls and information systems and to account for all manner of activities without providing the financial resources required to accomplish these functions well, are forcing the college to divert an increasing proportion and amount of its scarce human and financial resources away from its educational mission and toward its administrative bureaucracy, again endangering the mission of the college."

"The current trend," Supt. Richard L. Irby of Virginia Military Institute said, "toward centralized and increasing control of higher education, characterized by guidelines and formula budgets, will, without doubt, result in 'homogenization' of an enviable state college system, as has been noted by the Council of College Presidents."

Mary Washington College President Prince B. Woodard, who used to direct the State Council of Higher Education, registered his protests against council and other state directives that he sees as hastening the "erosion of institutional autonomy . . . endanger[ing] the preservation of a diverse system of higher education in the state."

Woodard said tax dollars could be saved if the state council, the assembly and budget officers would agree to appropriate block grants of tax dollars to the colleges and snip that red tape called "guidelines." Then the state would agree that "postaudit procedures and practices" could be substituted to safeguard spending arrangements of the colleges.

"This is not a self-serving plea for any lack of accountability," Woodard said, but "a proposal that state government worry less about detail control prescriptions as to how colleges may utilize their appropriated funds . . . and direct its attention to analyzing how the money was spent."

Many of the presidents, one way or another, seem fearful that the State Council of Higher Education, now a college coordinating body, is emerging as a full-fledged "superboard."

Speaking for Virginia Polytechnic Institute and State University, President William E. Lavery wrote, "As the State Council of Higher Education is assigned increasingly broad responsibilities, and develops a large central staff remote from the realities of the classroom and laboratory and the concerns of students, parents, faculties . . . the tendency for coordination to evolve into centralized control becomes very real.

"The public perception of the coordinating body becomes that of the policeman, regulating the errant institutions."

The General Assembly has in recent years increased the authority of the State Council of Higher Education in several critical areas — enrollments, budget, programs — and with each increase in council powers, the colleges appear to have grown more restive.

"The primary issue seems to be the location of authority and responsibility for programs," Temple has told Ramsey.

"If the intent is to provide efficient, economical operation of programs, then the [college] needs the flexibility to perform within general policies and guidelines and without explicit approval of each and every small maneuver by other agencies with conflicting goals and objectives.

"Some interagency conflict is inevitable and perhaps desirable, but the level of conflict today exceeds any rational level," Temple concluded.

The State Council of Higher Education, a frequent target of presidential criticism, has taken the position that it has been commissioned by the governor and the assembly to cut program duplication and trim any fat found, and that it is simply doing its job.

Director Daniel E. Marvin Jr. of the state council, handing the presidents the "issues" list prepared by his staff earlier this week, noted that the colleges need more money to give raises to faculties. Few of the presidents failed to say the same in their papers.

Marvin and the presidents likewise agreed that capital money is a must, and that more student scholarship money is required, particularly for needy students. And the greatest need of all for scholarship money is in the historically black schools, Virginia State and Norfolk State, according to their presidents.

Lavery, who pleaded for support for the veterinary school that his land-grant school has sought for several years, raised anew the issue of whether Virginia should be spending tax dollars to give

*Continued on Page 12, Col. 1*

# Red Tape Is Scored By Colleges

*Continued From First Page*

private college students tuition scholarships.

"In view of the inability of the commonwealth to fund vitally important programs in the public sector, such a reevaluation is essential," according to Lavery.

"Virginia must no longer avoid the issue of integration" In the colleges, said President Thomas M. Law of Virginia State.

Promises have been made to alter things, but "there have been no significant changes in the ethnic enrollment in the colleges that have a predominantly white enrollment. The same is true with regard to the employment of black faculty, staff or administrators at these institutions."

But, Law asserted, white student enrollment and white hiring has increased dramatically in the "black" colleges.

"It is time for the commonwealth to come to grips with this particular issue and pursue it until a real, practical and equitable solution is found," Law added.

For evidence of program duplication in the name of segregation, Law pointed to Richard Bland College a few miles from Virginia State. He sees Richard Bland as "an anomaly in the state system. It is a needless duplication which flourishes . in competition with Virginia State for students and resources." The state should take another look at Bland in the light of rulings of the Supreme Court and state council quidelines, Law stated.

"Should Richard Bland become a four-year institution?" is the top higher education issue in Virginia, according to President Clarence Maze Jr.

Richmond Times-Dispatch, Wed., May 25, 1977

# Tuition Goal Of Assembly Is Criticized

By Jerry Lazarus

The representatives of several of Virginia's institutions of higher education said yesterday that a General Assembly-mandated goal of having students pay 30 per cent of their education through tuition and fees probably cannot be met.

Also, leaders of most of Virginia's publicly supported colleges and universities said that lack of time and manpower would mean that they could not comply with Gov. Mills E. Godwin Jr.'s recent order to pare the number of forms they use.

Behind the difficulties with different goals is the strong opinion that each college and university is an independent agency with separate problems that cannot be solved by rigid approaches.

The officials met yesterday as members of the General Professional Advisory Committee to the State Council of Higher Education. They discussed the tuition goal with Donald Finley, a staff member of a House appropriations subcommittee, who devised the plan that passed the legislature.

### The Idea

The idea behind having 30 per cent of the educational and general costs come from students was to standardize the amount of funds the assembly would appropriate as the state's share of the operations of the 15 senior institutions and to seek some relative equality in tuition.

But in trying to reach that goal, the assembly cut more than $3.3 million from the appropriations for the schools in the 1976-78 budget.

About 10 of the colleges announced tuition increases last year, some of which were the result of increased costs, but some others resulted from the institutions' efforts to comply with the percentage goal.

The goal is not to become completely effective until after

than 30 per cent of the costs at seven institutions and less than 30 per cent at eight others.

"That goal should only be used as a guideline. There needs to be greater flexibility," said Harrison Wilson Jr., spokesman for Virginia State College.

He and officials of Clinch Valley College in Wise County have told Finley that their students cannot afford the kind of tuition increase that it would take to meet the goal.

Wilson said that about half of his students come from families making less than $7,000 a year. Requiring tuition at his school to cover 30 per cent of the cost would put college out of the reach of many of those students, he said.

The presidents did make recommendations that Finley will carry back to the subcommittee to clarify the goal.

Further negotiations will be undertaken, Finley said, to overcome problems. He said that the subcommittee recognized that

*Continued on Page 2, Col. 6*

# Assembly's Tuition Plan Is Criticized by Colleges

*Continued From First Page*

exceptions might have to be made. He said, though, that there was little interest in making exceptions for every institution.

Publicly, the advisory group supports Godwin's goal of cutting by Aug. 31 the red tape produced by every state agency. But they are the only group who collectively say they will not be able to meet that deadline, though the need is not denied.

Frank L. Hereford Jr., president of the University of Virginia, said that he had to fill out four forms at the school's hospital when he went for a chest X ray.

Dana B. Hamel, chancellor of the community college system, said that he was amazed at the number of forms he had to fill out when he signed up for a course at one of the colleges.

The number of forms is tremendous at some of the schools. Hereford said that as many as 30,000 kinds could be used at U.Va. if every kind of stationery, invoice and technical form were included.

Alfred B. Rollins Jr., president of Old Dominion University, said that his staff is overworked and that his school had no funds with which to hire more people.

"If a new program for systems management is going to be introduced, then appropriate funding should be made available."

Gordon K. Davies, acting director of the Council of Higher Education, said that presidents are also annoyed by the manner of the Department of Management Analysis and Systems Development, which is carrying out the program.

Davies said the presidents feel they were not consulted and the program the development department outlined was too detailed.

"I am against people telling me how to run my ship," Hamel said.

Lt. Gen. Richard L. Irby, superintendent of Virginia Military Institute, said that he believed he could handle the job without being told directly how to do it.

"I am thoroughly peeved about that," he said. It was a sentiment that was generally endorsed.

R.C. Moschler Jr., director of the development department, said the negotiations were under way with the education council to set up a timetable within which the colleges could complete the job.

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appropriations for the schools in the 1976-78 budget.

"About 10 of the colleges announced tuition increases last year, some of which were the result of increased costs, but

## F. Other Memoranda, Legislative Bills, and Material Related to the Practicum

LD7988

## SENATE BILL NO. 937

Offered February 28, 1977

*A BILL authorizing the issuance of Commonwealth of Virginia Educational Institutions Bonds in an amount not exceeding eighty-six million four hundred seventy-five thousand dollars ($86,475,000) for the purpose of providing funds for paying, together with any other available funds, the cost of acquiring, constructing and equipping capital projects for educational institutions of the Commonwealth; authorizing the Treasury Board, by and with the consent of the Governor, to fix the details of such bonds and to provide for their sale at public or private sale; providing for the pledge of the full faith, credit and taxing power of the Commonwealth for the payment of the principal of and interest on the bonds; providing that the bonds shall be exempt from all taxation by the Commonwealth and any political subdivision thereof; and providing that this act shall not become effective and that no bonds shall be issued hereunder unless this act shall be approved by a majority of the qualified voters of the Commonwealth voting thereon at an election to be held on Tuesday, November 8, 1977, as required by Article X, Section 9(b) of the Constitution of Virginia.*

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Patrons—Andrews, Willey, Hopkins, Bateman, Brault, Hirst, Walker, Moody, Michael, Truban, DuVal, and Babalas

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Referred to the Committee on Finance

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Be it enacted by the General Assembly of Virginia:

1. *§ 1. This act shall be known and may be cited as the "Commonwealth of Virginia Educational Institutions Bond Act of 1977."*

*§ 2. Subject to a favorable vote of a majority of the qualified voters voting on this act at the November 8, 1977, general election as hereinafter provided, the Treasury Board is hereby authorized, by and with the consent of the Governor, to sell and issue, at one time or from time to time, bonds of the Commonwealth, to be designated "Commonwealth of Virginia Educational Institutions Bonds, Series 19...", in an aggregate principal amount not exceeding eighty-six million four hundred seventy-five thousand dollars ($86,475,000). The proceeds of the bonds shall be expended by the State Treasurer exclusively for the purpose of providing funds for paying, together with any other available funds, the cost of acquiring, constructing and equipping capital projects for educational institutions of the Commonwealth as follows:*

| *Project* | *Amount* |
|---|---|
| *The Virginia Polytechnic Institute* | |

| | |
|---|---|
| and State University | |
| Renovation and construction of addition to Library | $ 8,000,000 |
| Construction of Animal Science Academic Building | 6,500,000 |
| The College of William and Mary | |
| Construction of Academic Building for School of Law | 5,100,000 |
| George Mason University | |
| Construction of Academic Building II-B | 5,800,000 |
| University of Virginia | |
| Construction of Undergraduate Reader Library | 5,000,000 |
| Virginia Commonwealth University | |
| Construction of Academic Building for Music and Arts | 1,200,000 |
| Construction of Cancer Center | 1,500,000 |
| Old Dominion University | |
| Construction of Life Science Academic Building | 6,100,000 |
| Mary Washington College | |
| Renovation of Monroe Hall | 1,500,000 |
| Madison College | |
| Construction of Academic Building for School of Education | 3,200,000 |
| The Virginia Military Institute | |
| Renovation of Barracks Building--Phase I | 1,200,000 |
| Longwood College | |
| Construction of Health and Physical Education Academic Building | 3,500,000 |
| Virginia State College | |
| Construction of Library Addition and Administrative Services Building | 2,000,000 |
| Norfolk State College | |
| Construction of Health Physical | |

| | |
|---|---|
| Education-ROTC Building | 3,450,000 |
| Christopher Newport College | |
| Construction of Maintenance Services Building | 450,000 |
| Construction of Library Addition Building | 1,000,000 |
| J. Sargeant Reynolds Community College | |
| Construction of Academic Building (Downtown Campus) | 6,000,000 |
| Construction of Occupational/ Technical Academic Building (Parham Road Campus) | 3,500,000 |
| Northern Virginia Community College | |
| Construction of Occupational/ Technical Academic Buildings (Alexandria Campus) | 5,800,000 |
| Renovation of Phase I Building (Alexandria Campus) | 370,000 |
| Renovation and conversion--Phase II--Academic Building (Annandale Campus) | 285,000 |
| Renovation and conversion--Phase III--Academic Building (Annandale Campus) | 1,200,000 |
| Thomas Nelson Community College | |
| Construction of Engineering/ Science Academic Buildings | 4,000,000 |
| Tidewater Community College | |
| Construction of Academic Building--Phase I (Chesapeake Campus) | 2,200,000 |
| Virginia Western Community College | |
| Construction of Occupational/ Technical Academic Building | 1,120,000 |
| New River Community College | |
| Construction of Classroom/ Laboratory Academic Building | 2,500,000 |

| | |
|---|---|
| The Science Museum of Virginia | |
| Renovations of exterior and interior of Museum Building | 1,000,000 |
| TOTAL | $86,475,000 |

The amount allocated to any project for any institution may be increased or decreased by the governing board of such institution within the total amount allocated to such institution. The total amount allocated to any institution may be increased or decreased by the General Assembly provided that without the consent of an institution the amount allocated to such institution may be decreased only to the extent that the cost of any project for such institution is less than the amount allocated to such institution. No increase in the amount allocated to any institution shall constitute authorization for the issuance of bonds in an amount in excess of the amount authorized hereunder.

The term "capital project" shall mean any one or more buildings, facilities, additions, extensions and improvements required to be charged to capital account by generally accepted accounting principles and which are necessary or convenient for the purposes of educational institutions including, without limitation, land and equipment.

§ 3. The bonds shall be dated, shall bear interest at such rate or rates not exceeding six per centum (6%) per annum, shall mature at such time or times not exceeding twenty (20) years from their date or dates, as may be determined by the Treasury Board, by and with the consent of the Governor, and may be made redeemable before their maturity or maturities at such price or prices and under such terms and conditions as may be fixed by the Treasury Board prior to their issuance. The General Assembly hereby finds and determines that the estimated useful life of the projects described in Section 2 hereof is in excess of twenty (20) years. The principal of and the interest on the bonds shall be payable in lawful money of the United States of America. The Treasury Board shall determine the form of the bonds, including any interest coupons to be attached thereto, and shall fix the denomination or denominations of the bonds and the place or places of payment of principal and interest, which may be at the office of the State Treasurer or at any one or more banks or trust companies within or without the Commonwealth.

Notwithstanding any other provision of this act or any recitals in the bonds, the bonds shall be deemed to be negotiable instruments under the laws of the Commonwealth.

The bonds may be issued in coupon or registered form, or both, as the Treasury Board may determine, and provision may be made for the registration of any coupon bonds as to principal alone and also as to both principal and interest, and for the reconversion of any bonds registered as to both principal and interest into coupon bonds.

The Treasury Board may sell the bonds in such manner, either at public or private sale, and, subject to the provisions of this section, for such price as it may determine, by and with the consent of the Governor, to be for the best interests of the Commonwealth, but no such sale shall be made at a price so low as to require the payment of interest on the money received therefor at more than six per centum (6%) per annum, computed with relation to the absolute maturity or maturities of the bonds in accordance with standard tables of bond values, excluding, however, from such computation the amount of any premium to be paid on the redemption of any bonds prior to maturity.

Anything in this act to the contrary notwithstanding, the bonds authorized hereby may be issued at one time or in part from time to time and may be issued and sold at the same time with other bonds of the Commonwealth authorized pursuant to Article X, Section 9(b) of the Constitution of Virginia, either as separate issues, as a combined issue designated "Commonwealth of Virginia Public Facilities Bonds, Series 19...," or as a combination of both.

§ 4. The bonds shall be signed on behalf of the Commonwealth by the Governor or shall bear his facsimile signature and by the State Treasurer or shall bear his facsimile signature and shall bear the lesser seal of the Commonwealth or a facsimile thereof. Any coupons attached to the bonds shall be authenticated by the facsimile signature of the State Treasurer. In the event that the bonds bear the facsimile signature of the State Treasurer, the bonds shall be signed by such administrative assistant as the State Treasurer shall determine. In case any officer whose signature or a facsimile of whose signature shall appear on any bonds or coupons shall cease to be such officer before the delivery of such bonds, such signature or such facsimile shall nevertheless be valid and sufficient for all purposes the same as if he had remained in office until such delivery, and any bond may bear the facsimile signature of, or may be signed by, such persons as at the actual time of the execution of such bond shall be the proper officers to sign such bond although at the date of such bond such persons may not have been such officers.

§ 5. All expenses incurred under this act shall be paid from the proceeds of the bonds or from any other available funds as the Treasury Board shall determine.

§ 6. The Treasury Board is hereby authorized, by and with the consent of the Governor, to borrow money in anticipation of the issuance of the bonds, if the Treasury Board and the Governor shall deem it advisable to postpone the issuance of the bonds, and to issue and renew notes of the Commonwealth therefor in the manner and subject to the limitations prescribed in Section 2 hereof for the sale of bonds.

§ 7. Proceeds (excluding any premium) of the bonds and any bond anticipation notes (except the proceeds of bonds the issuance of which has been anticipated by bond anticipation notes) shall be placed by the State Treasurer in a special capital outlay fund in the State Treasury and shall be disbursed, upon the prior written approval of the

*Governor, only for the purpose for which the bonds and any bond anticipation notes have been issued. In the event that the proceeds of the bonds exceed the cost of the projects specified herein, the Treasury Board shall cause such excess proceeds to be deposited in the sinking fund hereinafter created. Any premium shall be deposited in the sinking fund hereinafter created.*

*§ 8. Pending the application of the proceeds of the bonds or any bond anticipation notes to the purpose for which they have been authorized, all or any part of such proceeds may be invested by the State Treasurer in securities that are legal investments under the laws of the Commonwealth for public funds. Such investments shall be deemed at all times to be a part of such proceeds, and the interest thereon and any profit realized from such investments shall be credited to such proceeds.*

*§ 9. Proceeds of the bonds shall be used to pay any bond anticipation notes that may have been issued in anticipation of the issuance of such bonds. Funds provided by the General Assembly, or from any other source, for the payment of the principal of and the interest on the bonds shall be used in paying the principal of and the interest on any bond anticipation notes.*

*§ 10. The full faith, credit and taxing power of the Commonwealth are hereby irrevocably pledged for the payment of the principal of and the interest on the bonds and any bond anticipation notes. If sufficient funds are not appropriated in the budget for any fiscal year for the timely payment of the principal of and the interest on the bonds, there shall be set apart by direction of the Governor, from the first general fund revenues received during such fiscal year and thereafter, a sum sufficient to pay such principal and interest.*

*In order to insure the payment of the principal of and the interest on the bonds, there is hereby created a sinking fund for such purpose in which there shall be deposited annually, beginning not later than one-tenth of the term of the bonds, out of any available moneys in the general fund of the State Treasury, or from any other source, a sum sufficient to pay the principal of and the interest on the bonds becoming due in each year. In the event that any series of bonds shall all become due in one year, there shall be deposited annually into such sinking fund, in addition to the amount necessary to pay the interest on the bonds, a sum sufficient for redeeming or paying all such bonds by their stated maturity. The amounts of such annual deposits shall be determined by the Treasury Board with the consent of the Governor prior to the issuance of the bonds, provided that no such annual deposit shall exceed the smallest previous annual deposit by more than one hundred per centum. Such sinking fund shall not be appropriated for any other purpose.*

*The moneys in such sinking fund shall be invested by the Treasury Board in accordance with the provisions of general law relating to the investment of sinking funds* *belonging to or within the control of the Commonwealth.*

*§ 11. The principal of and the interest on the bonds and any bond anticipation notes, their transfer and the income therefrom, including any profit made from the sale thereof, shall at all times be exempt from taxation by the Commonwealth and by any political subdivision thereof.*

*§ 12. The bonds and any bond anticipation notes are hereby made securities in which all public officers and bodies of the Commonwealth and political subdivisions thereof, insurance companies and associations, savings banks and savings institutions, including savings and loan associations, trust companies, beneficial and benevolent associations, administrators, guardians, executors, trustees and other fiduciaries in the Commonwealth may properly and legally invest funds under their control.*

*§ 13. The question of the effectiveness of this act and the authorization of the bonds shall be submitted to the qualified voters of the Commonwealth at the general election to be held on Tuesday, November 8, 1977. Notice of the election shall be published at least twice, the first publication being at least forty-five days before the election, in such newspapers designated by the State Board of Elections which collectively shall circulate throughout the Commonwealth. The election shall be held in accordance with Title 24.1 of the Code of Virginia of 1950, as amended, relating to special elections. The voting machines and/or ballots to be used at the election shall pose the question in substantially the following form:*

> *QUESTION: Shall Chapter ....., Acts of the General Assembly of 1977, authorizing the issuance of general obligation bonds of the Commonwealth of Virginia in the maximum amount of $86,475,000 pursuant to Article X, Section 9(b) of the Constitution of Virginia for EDUCATIONAL INSTITUTIONS, take effect?*
>
> ☐ *YES*
>
> ☐ *NO*

*The ballots shall be prepared, distributed and voted, and the results thereof ascertained and certified, in the manner prescribed by § 24.1-165 of the Code of Virginia of 1950, as amended. The State Board of Elections shall cause to be sent to the electoral boards of each county and city sufficient copies of the full text of this act and the question contained herein for the officers of election to post in each polling place on election day. The electoral board of such county and city shall make out, certify and forward an abstract of the votes cast for and against this act in the manner now prescribed by law in relation to votes cast in general elections.*

*The State Board of Elections shall open and canvass such abstracts and examine and report the whole number of votes cast at the election for and against this act in the manner now prescribed by law in relation to votes cast in general elections. The State*

*Board of Elections shall record a certified copy of such report in its office, and without delay make out and transmit to the Governor and to the Treasury Board an official copy of such report, certified by it.*

*If a majority of those voting thereon shall vote in favor of this act, this act shall take effect and the bonds may be issued as hereinabove provided. If a majority of those voting thereon shall vote against this act, this act shall not take effect and the bonds shall not be issued.*

*The expenses incurred in conducting this election shall be defrayed as in the case of election of members of the General Assembly.*

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Official Use by Clerks

| Passed by The Senate | Passed By The House of Delegates |
|---|---|
| with<br>without amendment | with<br>without amendment |
| Date: ........................................ | Date: ........................................ |
| ........................................<br>Clerk of the Senate | ........................................<br>Clerk of the House of Delegates |

# The needs

# Bonds will...

## Education

Colleges and universities are unable to provide adequate laboratory, library and classroom space for all the students they have now, and, contrary to popular opinion, enrollments will be going up by 23% in the next 5 years.

- provide a research and treatment center for cancer at the Medical College of Virginia.
- provide needed classrooms, laboratories and libraries at 6 community colleges and 13 four-year colleges and universities to serve an already overflowing enrollment.

## Corrections

1,200 convicted felons are backed up now in local jails awaiting transfer because our state prisons and state farms cannot house them or an anticipated 3,300 new inmates in the next 5 years.

- build two centers to separate youthful, first offenders from adult inmates, and medium and maximum security facilities to relieve some of the burden now confronting our corrections system.

## Mental Health and Mental Retardation

Thousands of Virginia's mentally ill and mentally retarded citizens, many of them children and young adults, are without adequate facilities to meet their pressing treatment needs.

- initiate construction of two regional centers for the training of the mentally retarded and complete the new Western State Hospital for the mentally ill.

## Parks

Thousands of visitors—Virginians and out-of-state tourists—are turned away from state parks every year, and a half-million dollars they would spend is lost to Virginia businesses.

- renovate or rebuild worn-out facilities at 18 of Virginia's state parks already in operation, and open 10 other sites owned by the State but undeveloped for park use.

## Ports

Virginia's ports are at capacity in their ability to handle the import and export needs of Virginia's commerce and industry. Today, one out of six jobs in Virginia depend on the ports.

- construct new port facilities in Norfolk, Portsmouth, and Newport News to handle additional ships. Expanded ports will mean more jobs and increased revenue for all regions of the state.

## The Five Bond Issues

The five separate bond questions on the November 8 ballot will provide the following funds:

| | |
|---|---|
| *Educational Institutions | $ 86,475,000 |
| *Correctional Facilities | 21,525,000 |
| *Mental Health/Mental Retardation Facilities | 4,000,000 |
| *State Parks and Recreational Facilities | 5,000,000 |
| *Port Improvements | 8,000,000 |
| Total | $125,000,000 |

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## How you can help

*Tell your family and friends why the bonds are a good, sound idea.

*Share this pamphlet and ask for more copies.

*Go to the polls and vote "YES" for all five Virginia bonds on November 8.

VOTE

VIRGINIA Bonds

☑ yes

November [illegible]

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